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ABSTRACT

This report details the findings of a national follow-up survey that investigated day and employment services provided by the mental retardation/developmental disabilities (MR/DD) state agencies for FY 1990 and makes comparisons with services provided during FY 1988. Key findings from the survey include: (1) a substantial increase in the percentage of individuals served in integrated employment, from 13 percent in FY 1988 to 19 percent in FY 1990; (2) utilization of sheltered employment and day programs continues to be strong; (3) the total number of persons served in supported employment increased by 58 percent; (4) states that received supported employment change grants had higher supported employment rates; (5) new participants were more likely to be served in competitive and supported employment; (6) the percentage of people waiting for supported employment services was twice as large as the percentage who received supported employment services in FY 1990; (7) 88 percent of individuals served by state MR/DD agencies had mental retardation; and (8) the most commonly cited barriers to integrated employment include funding issues, problems with old style providers, the economy, and lack of suitable training. Appendices include the survey instrument and list of respondents. (Contains 31 references.) (CR)

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NATIONAL PERSPECTIVES ON INTEGRATED EMPLOYMENT:

STATE MR/DD AGENCY TRENDS

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Training and Research Institute for People with Disabilities
Boston, Massachusetts

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NATIONAL PERSPECTIVES ON INTEGRATED EMPLOYMENT:

STATE MR/DD AGENCY TRENDS

August 1993

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This report will also be made available in accessible formats (such as large type, Braille, audio tape, other languages, etc.) upon request.

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NATIONAL DAY AND EMPLOYMENT TRENDS:
STATE MR/DD AGENCIES

INTRODUCTION

During the 1980's, the philosophical underpinnings which provide the foundation for day and employment services for individuals with severe disabilities shifted from unquestioning support of facility-based employment toward integrated, community-based employment with supports. Refinement of supported employment service technologies and changes in the distribution of jobs from a manufacturing to a service base stimulated the movement of individuals with disabilities into integrated jobs. The advantages of integrated employment over segregated day and employment programs for persons with disabilities, families, employers and society have been well documented (Bellamy, Rhodes, Bourbeau, & Mank, 1986; Kiernan & Stark, 1986; Rusch, Mithaug, & Flexer, 1986).

The absence of comprehensive, national data for planning and evaluation purposes was emphasized during congressional hearings for the reauthorization of the Developmental Disabilities legislation (P.L. 100-146, 1988). Congress mandated that the Administration on Developmental Disabilities (ADD) survey consumers regarding their satisfaction with the current service system and document service provision at the national level. In addition to the collection of consumer satisfaction data, the Administration on Developmental Disabilities awarded three grants of national significance to document activities in the following areas: day and employment services, residential services, and allocation of public resources. These national studies were undertaken in order to generate data that would assist policy makers and service providers to develop

and evaluate community-based services provided to adults with mental retardation and other developmental disabilities.

National studies of residential services and the allocation of public resources had been undertaken previously. However, until December 1, 1988, there was yet to be a national study of the full range of day and employment services utilized by individuals with mental retardation and other developmental disabilities. Furthermore, at that time, there was little national data reflecting day and employment services and movement patterns for individuals with mental retardation and other developmental disabilities. In fact, of the sources reviewed, information compiled by the Rehabilitation Services Administration (RSA) on annual case closures appeared to be the only national data source related to day and employment services for this population (Human Services Research Institute, 1986). Other prospective national data sets either did not contain appropriate disability information or the data reflecting facility-based day or employment services was limited or nonexistent (such as Census of the Population and Current Population Survey, Bureau of the Census; National Health Interview Survey, National Center for Health Statistics; National Longitudinal Surveys, Center for Human Resource Research; and the Survey of Income and Program Participation, Bureau of the Census). Although the Department of Labor does collect data regarding sheltered workshop participation, these data have not been converted to data tapes for secondary analysis.

Two national surveys of approximately 2,500 vocational rehabilitation facilities documented sheltered employment services and integrated employment outcomes into transitional, supported and competitive employment (Kiernan, McGaughey & Schalock, 1988; Schalock, McGaughey & Kiernan, 1989). Although these studies were among the first to report national integrated employment

placement patterns, they were based on facility data and, thus, did not reflect inclusive state-by-state services. Nor did they report services to persons in day habilitation or other day developmental program models. Other researchers have collected national information that focuses on a single program model, such as day developmental services (Buckley & Bellamy, 1984) and supported employment (Wehman, Kregel & Shafer, 1989).

Thus, until the National Study of Day and Employment Services for Persons with Developmental Disabilities was undertaken in December 1988, there were no studies that could document changes in the day or employment service mix, waiting list patterns, or state policy incentives from a longitudinal perspective. The first national study of day and employment services utilized a variety of methods and data sources to document national day and employment services for fiscal year 1988. A second two-year grant was awarded in 1991 (February 1) to continue and expand on this work.

One issue which confounds the collection of service data for individuals with mental retardation and other developmental disabilities across states relates to the variety of eligibility criteria and definitions used (Kiernan & Bruininks, 1986). Only 40% of the MR/DD agencies surveyed in 1988 reported that they evaluate consumers' functional capacities according to the federal definition of developmental disabilities. None of the VR agencies evaluate their clientele according to these criteria. Thus, it is extremely difficult to collect national data according to this definition. This study used levels of mental retardation as one indicator of severity. Moreover, the study builds on previous work which documented the number of MR/DD state agencies that evaluate consumers according to the developmental disabilities definition and the number which aggregate this information at the state level (McGaughey, Kiernan, Lynch, Schalock & Morganstern, 1991). Although slow, state agencies have moved

toward greater utilization of functional criteria. It is important to continue documentation of changes in this area.

Other policy developments that are particularly relevant to day and employment service provision are: changes in MR/DD agency eligibility criteria, conversion of segregated day/employment positions to integrated positions, and expansion of the Title XIX waiver to include supported employment services. These state developments need to be documented in order to outline developing trends in day and employment services as well as to demonstrate policies which may demonstrate a high correlation with the expansion of integrated employment.

Continuation of these and similar data collection activities is critical to the potential analysis of service and policy trends over time. Development of a national profile of day and employment service patterns over time will allow states to compare their service system trends with those of other states. Collection of longitudinal data related to day and employment services also will help to identify factors that may facilitate or impede the development of integrated day and employment services.

METHOD

The research agenda for the second project period was addressed by analyzing data from several sources: 1) a national follow-up survey of state Mental Retardation/Developmental Disabilities (MR/DD) agencies to compare trends with a survey conducted during the first project period, 2) secondary analyses of federal data from the Rehabilitation Services Administration, and 3) a survey of a random sample of 1700 day and employment service providers in a sample of 20 states. A related objective involved developing a manual for state agencies on the collection, analysis and utilization of day and employment services data. Based on findings from a previous survey, state MR/DD agencies vary widely with respect to these management information systems, and the manual was developed to address this variance (Kiernan, Schalock, McGaughey, Lynch & McNally, 1991).

This report describes results from the follow-up survey of state MR/DD agencies. Other findings from studies conducted over the two project periods include: 1) results from a national survey of 1700 day and employment service providers (McGaughey, Kiernan, McNally, Gilmore & Keith, 1993), 2) the earlier survey of state MR/DD agencies' day and employment services (McGaughey et al., 1991), 3) secondary analyses of RSA data for FY 1985 and FY 1988 (Schalock, McGaughey & Kiernan, 1993), 4) findings from a national survey of state VR agencies (Kiernan, McGaughey, Lynch, Schalock, & McNally, 1991), 5) a survey of state MR/DD agencies' existing day and employment data sets (Schalock, Kiernan, McGaughey, Lynch & McNally, 1993), and 6) a manual describing recommended day and employment services data sets, analysis activities, and utilization purposes (Schalock, Kiernan & McGaughey, 1992).

The research plan for the first grant period (1989 - 1991) also included surveying state Mental Health agencies. However, state Mental Health agency staff reported that it would be extremely difficult to identify consumers who meet the criteria specified in the developmental disabilities definition, primarily due to criteria specifying age of onset of disability (i.e., prior to age 22, Rehabilitation, Comprehensive Services and Developmental Disabilities Act; P.L. 95-602). The authors acknowledge that some persons who would be classified as having a developmental disability may be included in the service population of state Mental Health agencies. However, the number of persons with developmental disabilities who are served by Mental Health agencies is estimated to be considerably smaller than the number served by state MR/DD and state Vocational Rehabilitation agencies. According to the 1990 National Consumer Survey, the proportional sampling strategy recommended to approximate the population with a developmental disability is: mental retardation -- 42%; physical disabilities (including cerebral palsy) -- 34%; sensory impairments -- 15%; psychiatric disabilities -- 6% (Temple University, 1990). Persons with mental retardation are highly represented in the population served by state MR/DD agencies, whereas individuals with physical disabilities and sensory impairments are most likely to receive day and employment services from state VR agencies. Given this information and existing problems in identifying these individuals, state Mental Health agencies were excluded from subsequent research activities conducted for this study.

Instrumentation

A survey instrument was developed and field-tested with state MR/DD agency staff in Connecticut, Nebraska, and Missouri. The instrument was revised considerably based on feedback from the field tests.

The final survey instrument requested the information described below. Definitions of day and employment service categories were included with the survey packet. Day and employment service data were requested for fiscal year 1990. As noted by Braddock, Hemp, and Fijiura (1986), all but five states used the time period of July 1, 1989 through June 30, 1990 for their state fiscal year 1990. For states that were exceptions, agency staff were asked to provide data according to the twelve month fiscal period used. In cases where day and employment information was not available for FY 1990, respondents were asked to supply statistics for the most recent period available.

Information Requested on the Survey Instrument

- Number of individuals served in day and employment services during FY 1990, by level of retardation;
- Disability categories of individuals served who do not have mental retardation;
- Number of new referrals during FY 1990, by day or employment service categories;
- Number of current unserved individuals, according to the type of day and employment service for which they are waiting;
- Number of individuals currently waiting for a different day or employment service;
- Number of individuals funded in day or employment services under the Title XIX Home & Community-based (HCB) Waiver during FY 1990, by type of service category;
- Future plans regarding utilization of the HCB Waiver;
- Number of individuals served in day or employment services funded under the Title XIX ICF/MR program during FY 1990;
- Number of individuals served in day or employment services funded under the Title XIX Optional Services during FY 1990 (Clinic or Rehabilitation options).

Day and Employment Service Definitions: Integrated Environments

Time-limited Training/Competitive Employment

- Environment where most workers do not have disabilities;
- **Time-limited** job-related supports or job placement services are provided to the worker with a disability in order **to obtain** employment.

Supported Employment (with Ongoing Support)

- Environment where most workers do not have disabilities;
- **Ongoing** job-related supports are provided to the worker with a disability in order to **maintain** employment

Day and Employment Service Definitions: Segregated Environments

Sheltered Employment/Work Activity

- Environment where almost all workers have disabilities;
- **Continuous** job-related supports and supervision are provided to all workers with disabilities.

Day Activity/Day Habilitation

- Environment where all participants have disabilities;
- **Primary** program focus includes (but is not limited to): psycho/social skills, activities of daily living, recreation activities, and/or professional therapies (e.g.., O.T., P.T.)
- **Continuous** supports and supervision are provided to all participants with disabilities.

Specialized Programs

The number of elderly individuals with mental retardation has increased due to improved medical services and other ancillary support services (Seltzer & Krauss, 1987). Because individuals with mental retardation deserve the same access to retirement activities as the general population, specialized programs for this group are being developed in a number of communities. These programs may or may not be integrated with elderly persons who do not have disabilities, although they typically contain both integrated and segregated activities. As a

result of this increased service focus on elderly persons with mental retardation, the follow-up survey of state MR/DD agencies included a service category, defined as:

Programs for Elderly Persons

- Environment where all participants are 55 years or older
- **Primary** program focus includes (but is not limited to): recreation activities, other nonvocational activities
- **May** be integrated with elders who do not have disabilities (but not a requirement)

Policy and procedural information was requested in order to analyze service delivery issues and potential strategies used to address these issues, including:

- service eligibility criteria and administrative structure of the various day and employment services monitored by the state MR/DD agency;
- state agency plans regarding expansion of integrated employment over two year and five year periods;
- policies related to prioritizing new integrated employment services for specific groups of individuals and barriers to expanding integrated employment.

Survey Procedures

In July, 1991, 52 surveys requesting day and employment information for FY 1990 were mailed to the state MR/DD agency directors in the 50 states, Washington D.C., and Puerto Rico. The state directors were asked to appoint an individual to complete the survey and to return a postcard specifying that individual's name and title. Subsequent follow-up and data clarification activities were conducted with that individual. Telephone contact was established with all agencies to inquire about non-response, to clarify the data received, and/or to request supplementary information. These activities were conducted through February 1992. Some state agencies were contacted again in late 1992/early 1993 following completion of the data analysis.

In order to verify the data, the total number of individuals reported served in day and employment services and the number by service category were compared with data for fiscal year 1988. Obvious discrepancies, decreases in numbers served, the addition of new service categories, etc. were verified over the telephone. Information reported for the earlier survey was amended for four state agencies (California, Kentucky, Missouri, and Minnesota). In other cases, state agency staff reported that inconsistencies across the two periods were due to improved data collection capacities for the latter period. Specific discrepancies and related explanations are described in footnotes to the tables.

Definition of disability

An issue which confounds the collection of service data for individuals with developmental disabilities across states is the disparity in eligibility criteria and definitions used (Kiernan & Bruininks, 1986). The federal definition of developmental disabilities (P. L. 95-602) focuses on functional skills and service needs as opposed to categories of disability. According to this definition, a developmental disability is a severe, chronic disability which:

> a. is attributed to a mental and physical impairment or combination of mental and physical impairments;
>
> b. is manifested before the person attains the age of twenty-two;
>
> c. is likely to continue indefinitely;
>
> d. results in substantial functional limitations in three or more of the following areas of major life activity:
>
> (1) self care
> (2) receptive and expressive language
> (3) learning
> (4) mobility
> (5) self-direction
> (6) capacity for independence, and
> (7) economic self-sufficiency; and

> e. reflects the person's need for a combination and sequence of special and interdisciplinary or generic care, treatment, or other services which are of lifelong or extended duration and are individually planned and coordinated.

Because most state Mental Retardation/Developmental Disabilities agencies do not utilize these criteria to determine service eligibility or to document consumer characteristics, categorical disability information was requested for consumers served: 1) level of mental retardation; and 2) for persons who do not have mental retardation, classification of the primary disability according to sensory, neurological, physical, and psychiatric categories. These categories were chosen because they have been used in other major studies to classify individuals with developmental disabilities who do not have mental retardation (Temple University, 1990). (See Appendix A for more specific definitions of these categories.)

Most likely, some individuals served by state MR/DD agencies will not meet the criteria stipulated in the definition of developmental disabilities. There may be other individuals with developmental disabilities who are not receiving formal MR/DD or VR services, for whom documentation of a day or employment setting, or lack of services, is not possible. This might also include persons with developmental disabilities who are privately sponsored in day or employment settings, in the process of relocating, who are working in family-run business, or who have either refused services or do not need formal services.

RESULTS

Survey Response

Except for Puerto Rico, information was received from each of the 52 MR/DD state agencies contacted. MR/DD agency staff in Puerto Rico reported that the agency was not an appropriate respondent because all day and employment services in Puerto Rico are provided by the state VR agency.

The completeness of data received varied according to each state's data collection capacities. For example, fifty responding agencies were able to provide the total number of individuals served in day and employment programs as well as the distribution across some categories of day or employment settings. Twenty-three agencies provided data by disability categories. The research findings are presented according to the major areas of investigation noted earlier. Comparisons are presented with data from FY 1988 for variables that correspond with information collected in the earlier survey.

Eligibility Determination

The adoption of the functional definition of developmental disabilities (Rehabilitation, Comprehensive Services and Developmental Disabilities Act; P.L. 95-602) in 1978 provided legislative endorsement of a more individualized view of persons with disabilities, by shifting from diagnostic categories to assessment of individual functional skills and needs (Summers, 1981). There are complex issues related to implementation of a functional definition, particularly regarding uniform measurement of the major life activities. These complexities have contributed to delays in the adoption and implementation of the developmental disabilities definition by state MR/DD agencies (Kiernan et al., 1986).

State MR/DD agency staff were asked whether their eligibility criteria are based on categorical disability definitions, functional definitions or a combination

of the two. Table 1 shows a state by state listing according to the eligibility criteria used and, where relevant, whether federal or state functional criteria are used. Most state agencies (40) use a combined functional and categorical definition. Nine MR/DD agencies base service eligibility on strictly categorical criteria, and agencies in New Jersey and Wyoming reportedly use strictly functional criteria. The Wyoming agency bases this on the federal functional definition, whereas New Jersey has adopted state functional criteria. Of the 40 agencies using a combined categorical/functional approach, half (20 agencies) use the federal functional definition and half use a modified version. In a number of states, this modification includes more restrictive age criteria (e.g., with age of onset set at 18 or 19 years instead of 22 which reduces the number of eligible persons).

Day and Employment Services by Funding and Monitoring Systems

Respondents were asked to indicate which day or employment services are funded or monitored by their agency and how the funding or monitoring mechanisms are structured. Table 2 shows the number of states using the various mechanisms according to the type of service provided. The most widely used administrative mechanism (41 states) is based on contractual arrangements with private service providers for program operation. Mechanisms used about equally include state operation of programs (16 states) and transference of funds to county or municipal governments (15 states). Table 3 reveals the state by state distribution of these administrative structures. Most states utilize a variety of different administrative arrangements to fund and monitor day and employment services.

Individuals Served by Disability Levels

A total of 311,998 individuals were reported served in community-based day and employment settings by state MR/DD agencies during FY 1990. This represents an 8.4% increase over the total number reported for FY 1988. However,

Table 1
Eligibility Criteria Used by States

State Name	Categorical Criteria Only	Functional Criteria Only		Combined Criteria	
		Federal DEF.	State DEF.	Federal DEF.	State DEF.
Alaska				AK	
Alabama	AL				
Arkansas					AR
Arizona					
California	CA				
Colorado					CO
Connecticut					CT
Dist. of Columbia				DC	
Delaware	DE				
Florida					FL
Georgia	GA				
Hawaii					HI
Iowa				IA	
Idaho				ID	
Illinois				IL	
Indiana					IN
Kansas					KS
Kentucky				KY	
Louisiana					LA
Massachusetts				MA	
Maryland					MD
Maine	ME				
Michigan				MI	
Minnesota					MN
Missouri				MO	
Mississippi				MS	
Montana					MT
North Carolina				NC	
North Dakota					ND
Nebraska				NE	
New Hampshire					NH
New Jersey			NJ		
New Mexico				NM	
Nevada	NV				
New York					NY
Ohio					OH
Oklahoma					OK
Oregon					OR
Pennsylvania	PA				
Rhode Island				RI	
South Carolina					SC
South Dakota				SD	
Tennessee	TN				
Texas	TX				
Utah				UT	
Virginia				VA	
Vermont				VT	
Washington					WA
Wisconsin				WI	
West Virginia				WV	
Wyoming		WY			

Table 2
Funding/Administrative Mechanisms by Service Categories

Funding/ Monitoring Mechanisms	Time-Limited Training/ Competitive Employment	Supported Employment (Ongoing Supports)	Sheltered Employment/Work Activity	Day Activity/Day Habilitation	Programs for Elderly Persons
1. State MR/DD agency funds **and** operates programs	8	13	14	16	9
2. State MR/DD agency contracts w/ private providers to operate programs	23	41	41	39	19
3. State MR/DD agency transfers funds to county or municipal governments	8	15	15	15	11
4. State MR/DD agency transfers funds to local education ass'n./ consortium	1	1	0	0	0
5. State MR/DD agency transfers funds to VR or other state agency *(please specify other)*	6	7	2	1	0
6. Other state or local agency funds service MR/DD agency monitors programming *(please specify)*/	9	10	5	10	5
7. State MR/DD agency **does not fund or monitor** this service	18	2	1	1	22

*In California MR/DD agency contracts with private providers to coordinate, develop and subcontract with programs in all categories.

Table 3
Funding/Monitoring Mechanisms Utilized by State MR/DD Agencies

State Name	MR/DD funds & operates programs	MR/DD contracts w/ private providers to operate progr.	MR/DD transfers funds to county or municipal governments	MR/DD transfers funds to VR or other state agency	Other state or local agency funds, MR/DD monitors programming
Alaska	X	X	X	X	X
Alabama	X	X			
Arkansas		X			
Arizona	X	X	X	X	X
California*		X			
Colorado		X			
Connecticut	X	X			
Dis. of Columbia	X	X			
Delaware	X	X			
Florida		X			
Georgia		X	X		
Hawaii	X	X			
Iowa			X		X
Idaho	X	X			
Illinois		X			
Indiana		X			
Kansas		X			
Kentucky		X		X	
Louisiana		X			X
Massachusetts		X			
Maryland		X	X		
Maine	X	X			X
Michigan		X	X	X	X
Minnesota			X		
Missouri	X	X	X		X
Mississippi	X	X			
Montana		X			
N. Carolina	X	X	X		
North Dakota		X			
Nebraska	X	X	X		X
New Hampshire		X			X
New Jersey	X	X		X	
New Mexico		X		X	
Nevada		X			
New York	X	X	X	X	X
Ohio			X	X	X
Oklahoma		X	X		
Oregon	X	X	X		
Pennsylvania				X	X
Rhode Island	X	X			
South Carolina		X			
South Dakota		X			X
Tennessee		X			
Texas	X				
Utah	X	X		X	
Virginia			X		
Vermont		X			
Washington			X		X
Wisconsin			X	X	X
West Virginia		X			X
Wyoming		X			

* California contracts with private providers to coordinate, develop, and subcontract services to other providers
MR/DD agencies in Alaska & New York transfer funds from LEAs or consortiums for competitive & S.E.P. respectively

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as demonstrated in Table 9 (p. 32), this total may include duplicate counts from some state agencies, such as when a person was served in two or more types of programs during the year. In other cases where this occurred, some states were able to report the unduplicated number of persons served for the 12 month period.

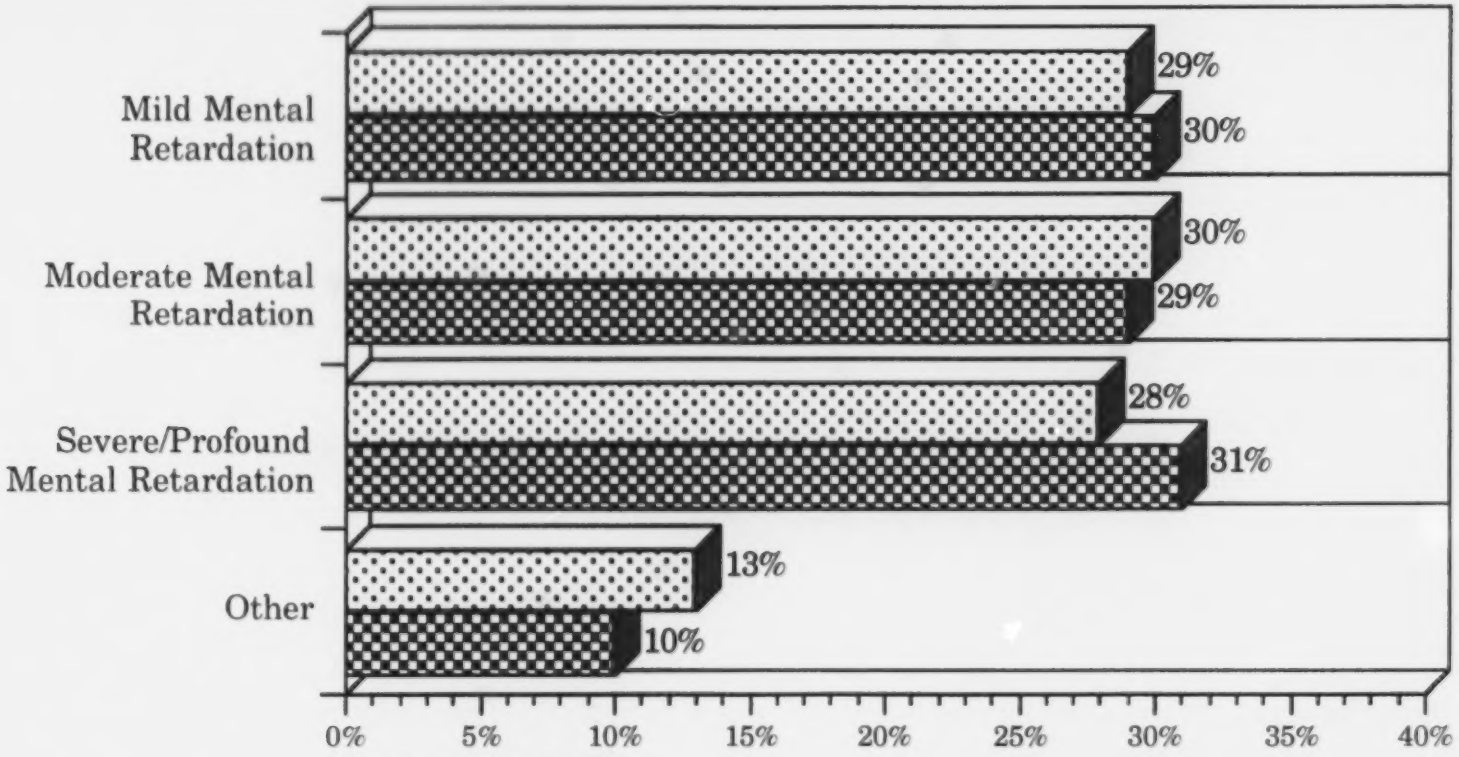
Figure 1 shows the comparative distribution by level of mental retardation for individuals served in day and employment settings in 1988 and 1990. Twenty-three state MR/DD agencies were willing to provide this information for 1990, compared with 33 agencies for 1988. However, the respective totals are similar because more people were served in 1990 and the fact that more large population states provided this information in 1990. For the respective samples, the percentage with severe retardation increased by 3% (to 31%) from 1988 to 1990. However, T-tests for paired samples were conducted with states that provided data for both time-periods in order to check for significant differences in the means across these states, and the increase in the percentage served with severe retardation was not significant (DF=17, t =-.74, p=.23, 1-tail probability), nor were there other significant differences by level of retardation across the time periods. This was true even for the "other" disability group which decreased by 3% for the aggregate data (T-test results: DF=16, t=-.67, p=.26, 1-tail probability).

MR/DD Services across Employment Categories

Each state agency was asked to provide information on the number of persons served in the various employment options during FY 1990 (day activity/day habilitation, sheltered employment/work activity, supported employment, and time-limited training/competitive employment). Service data reflecting programs for elderly persons will be reported separately, as this category was not included in the earlier survey. Figure 2 shows the comparative percentages across the day or employment categories for FY 1988 and FY 1990. These data mirror those reported by other researchers, by demonstrating a

FIGURE 1

MR/DD AGENCIES: INDIVIDUALS SERVED BY DISABILITY: 1988-1990

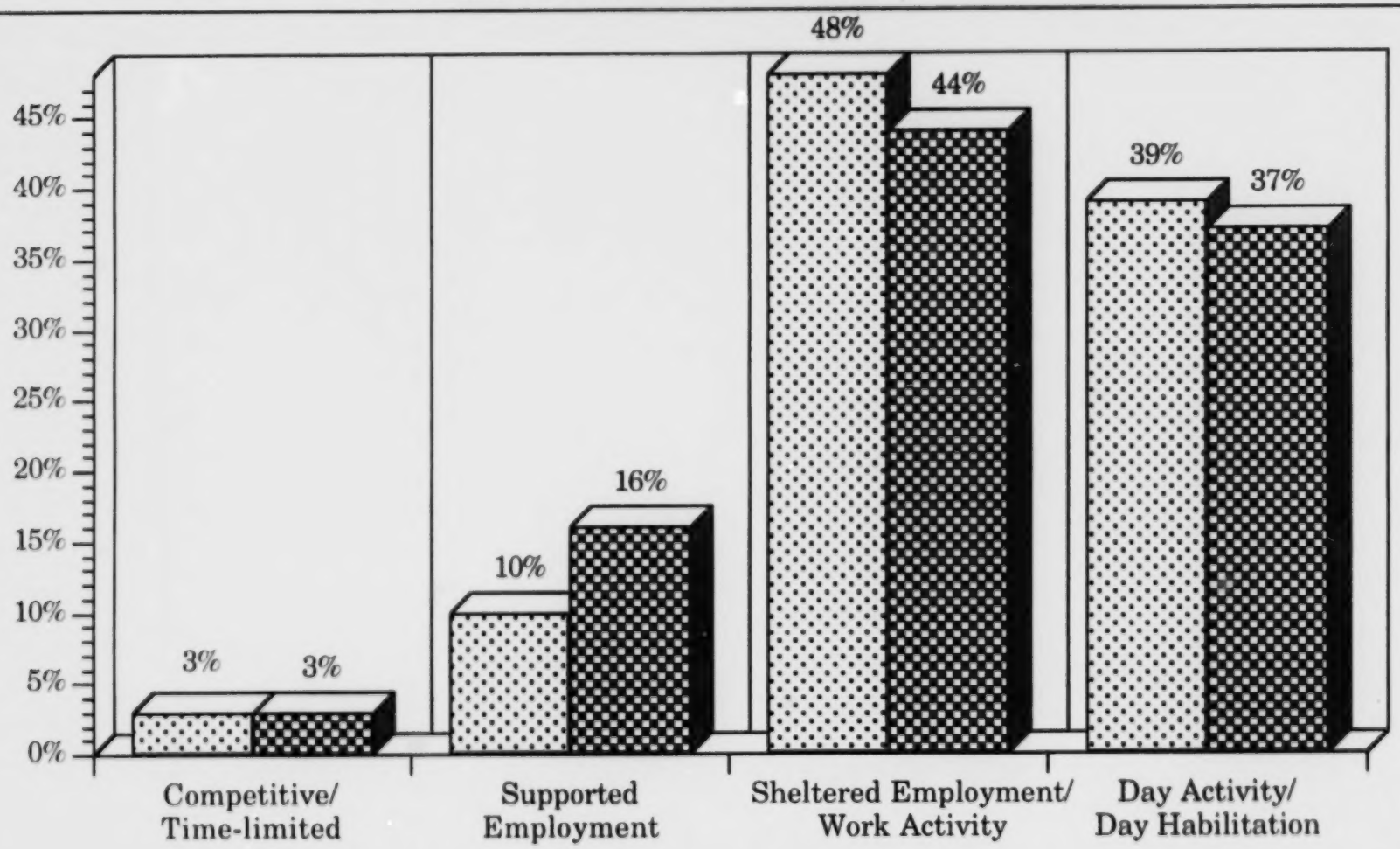


Totals for 1988:
# States = 33
# Served = 146,728
Mild = 4[illegible]
Moderate = [illegible],628
Severe/Profound = 45,921
Other = 18,820

1988
1990

Totals for 1990:
# States = 23
# Served = 144,036
Mild = 43,351
Moderate = 41,389
Severe/Profound = 45,270
Other = 14,026

FIGURE 2
MR/DD AGENCIES: PERCENTAGE OF INDIVIDUALS BY DAY OR EMPLOYMENT SETTING: 1988-1990



In 1988, N = 256,692
States = 50

Percentage in 1988
Percentage in 1990

In 1990, N = 269,044
States = 50

significant increase in the number of individuals served in integrated settings (West, Revell, & Wehman, 1992). The national percentage in supported employment increased from 10% to 16% across the two years, whereas the percentage reported in competitive employment did not change (3% of the total served). Eighteen state MR/DD agencies reported that they either do not provide time-limited training/competitive employment services or they do not collect data on individuals placed into competitive employment. The combined percentage in competitive and supported employment increased from 13% in 1988 to 19% in 1990. For segregated services, the shift in distribution appeared to affect the percentage served in sheltered employment (dropping from 48% to 44%) more than the percentage served in day programs (which fell from 39% to 37%). However, when T-tests were conducted for states with data across the two time periods, the percentage decrease in day programs was significant (DF=34, t=2.06, p<.05, 1-tail probability) and not the percentage decrease in sheltered employment (DF=33, p=.36, 1-tail probability). The percentage increase in supported employment was also significant (DF=44, t=-1.69, p<.05, 1-tail probability).

However, it is not possible to determine whether the changes in day habilitation percentages were caused primarily by individuals moving from day habilitation to another program, by persons moving from sheltered employment with day habilitation participants filling those positions, or by new supported employment participants entering directly from school (increasing the number and percentage in supported employment without significantly changing the distribution or number in segregated settings). Thus, we also conducted T-tests for the absolute number served in supported employment, sheltered employment, and day programs for the 32 states that provided information on all three settings for both years. This restriction was necessary for an accurate picture of the relative changes in the total number served across settings.

Neither of the totals in the segregated settings changed significantly (day programs: DF=31, t=.20, p=.84; sheltered employment: DF=31, t=-53, p=.60). Alternatively, the supported employment totals did increase significantly (DF=31, t=3.69, p<.001). The decrease in the aggregate percentage served in sheltered employment (Figure 2) was apparently a phenomenon related to which states provided data for the respective years (e.g., Texas, one of the larger population states, provided sheltered employment data only for 1988). Thus, although it is still not possible to know where new supported employment participants are coming from, the increased numbers are not accompanied by decreased utilization of segregated settings. Whether new supported employment participants tend to arrive from outside the existing service system (from school or those currently not receiving day or employment services) or from other segregated settings, it is clear that, on average, state MR/DD agencies have thus far increased only their integrated employment capacity while making no significant reductions in the capacity of segregated day or employment services.

State-by-State Distribution across Employment Categories

Tables 4 through 9 show the state-by-state distribution of individuals served by day or employment settings for FY 1988 and FY 1990. Data for integrated employment (time-limited training/competitive employment and supported employment) are shown in Table 4. As mentioned earlier, 18 state MR/DD agencies either do not fund time-limited training/competitive employment services or they do not collect information on the instances where this does occur. The total number of persons served in supported employment increased by 58%. Table 5 reveals the state-by-state distribution for segregated, facility-based programs, work activity/sheltered employment or day activity/day habilitation settings. Although the overall total in sheltered employment is slightly lower, this is apparently related to the agencies that answered for the respective years

Table 4
Integrated Employment Services by State

State Name	Competitive/ Time-limited Employment 1988	Competitive/ Time-limited Employment 1990	Supported Employment 1988	Supported Employment 1990
Alaska	0	16	220	195
Alabama	56	165	44	71
Arkansas	0	0	10	13
Arizona	--	333	405	702
California	--	--	2,900	4,400
Colorado	0	0	876	1,793
Connecticut	0	0	1,435	2,423
Dist. of Columbia	0	--	25	46
Delaware	--	52	--	62
Florida	20	--	680	--
Georgia	--	0	354	783
Hawaii	0	83	44	57
Iowa	261	294	626	704
Idaho	0	--	53	147
Illinois	--	2,515	596	853
Indiana	787	0	845	1,209
Kansas	435	339	250	296
Kentucky	--	0	300	572
Louisiana	10	0	250	246
Massachusetts	0	0	1,500	1,324
Maryland	0	0	1,595	1,449
Maine	171	242	61	132
Michigan	--	--	601	911
Minnesota	0	258	1,675	1,799
Missouri	69	0	92	83
Mississippi	75	--	237	383
Montana	--	0	79	176
North Carolina	206	74	310	1,266
North Dakota	0	0	0	0
Nebraska	--	0	242	302
New Hampshire	51	45	425	695
New Jersey	21	0	536	799
New Mexico	--	--	15	464
Nevada	0	24	0	100
New York	--	345	2,619	3,782
Ohio	--	1,215	636	600
Oklahoma	44	0	22	329
Oregon	--	0	195	1,416
Pennsylvania	1,311	865	--	2,655
Rhode Island	--	--	350	330
South Carolina	102	809	79	550
South Dakota	180	142	109	149
Tennessee	0	125	253	326
Texas	--	--	1,000	--
Utah	0	--	213	407
Virginia	0	--	1,072	1,842
Vermont	--	0	289	224
Washington	1,187	153	939	1,836
Wisconsin	1,000	496	1,300	2,452
West Virginia	--	--	--	400
Wyoming	22	30	106	16
TOTALS	**6,008**	**8,620**	**26,463**	**41,769**

Table 5
Segregated Day and Employment Services by State

State Name	Sheltered Employment 1988	Sheltered Employment 1990	Day Programs 1988	Day Programs 1990
Alaska	18	159	375	52
Alabama	198	585	2,515	2,794
Arkansas	1,024	1,034	1,418	1,447
Arizona	710	696	975	712
California	13,600	12,500	12,292	11,390
Colorado	--	1,739	--	817
Connecticut	3,924	2,254	1,265	989
Dist. of Columbia	261	265	672	715
Delaware	--	296	--	197
Florida	--	--	6,000	--
Georgia	3	66	--	5,758
Hawaii	169	355	816	400
Iowa	4,552	5,123	407	458
Idaho	415	483	1,100	1,034
Illinois	8,377	4,240	7,550	13,246
Indiana	8,355	8,234	1,413	3,108
Kansas	1,420	2,085	505	865
Kentucky	0	0	2,068	2,082
Louisiana	1,667	--	172	--
Massachusetts	3,000	4,505	3,300	1,796
Maryland	0	--	4,103	--
Maine	828	308	743	1,309
Michigan	--	--	--	--
Minnesota	4,306	4,310	1,319	800
Missouri	318	243	1,873	2,347
Mississippi	1,327	1,318	178	--
Montana	1,043	1,002	203	170
North Carolina	4,818	--	296	--
North Dakota	488	576	504	356
Nebraska	--	--	--	--
New Hampshire	--	384	251	289
New Jersey	451	774	3,026	3,834
New Mexico	1,015	433	99	30
Nevada	658	485	21	70
New York	23,091	20,870	17,986	17,013
Ohio	--	12,438	--	2,933
Oklahoma	1,600	--	200	--
Oregon	--	--	--	--
Pennsylvania	9,053	6,007	4,950	4,862
Rhode Island	--	--	--	--
South Carolina	2,626	416	1,006	4,025
South Dakota	1,060	929	535	180
Tennessee	1,460	1,510	1,911	1,630
Texas	9,000	--	3,600	--
Utah	--	--	956	--
Virginia	2,472	2,828	1,283	700
Vermont	50	50	438	502
Washington	2,182	1,537	793	426
Wisconsin	7,055	6,859	4,233	3,288
West Virginia	--	1,368	--	818
Wyoming	199	294	2	30
TOTALS	**122,793**	**109,558**	**93,352**	**93,472**

and were able to provide data for the two segregated settings. As mentioned earlier, there were no significant differences for state agencies that had day program and sheltered employment information for both years.

Totals for integrated and segregated services were combined for these categories and are displayed in Table 6 along with the total number of individuals served in day and employment services. In some cases, the sum of the employment categories is less than the total number of individuals served in a state, when states were not able to provide employment settings for all individuals served. For other states, the sum of the two employment columns is larger than the total served. This occurs in situations where specific individuals served are duplicated across the employment settings (either because they were in two types of settings during the same week or because they were served in more than one setting during the year), but the agency was able to provide an unduplicated count for the total number of individuals served. Ancillary notes describing these and other unique situations follow Table 7.

The integrated and segregated 1988 and 1990 employment rates for each state are presented in Table 7. Seven states were not able to differentiate the number served in sheltered employment from those served in day activity/day habilitation programs. When the combined segregated service totals for these states (25,295) is added to the totals in the two facility-based service categories, the overall percentage in segregated employment increases only slightly, from 81% to 82%. (This difference is made apparent by comparing Figure 2 and Table 7). Thus, the relative percentages across day and employment service settings reflect an accurate national picture, even though 7 states could not provide a breakout for the two segregated settings. It is important to keep in mind the fact that seven states could not differentiate the type of segregated services that individuals received in order to avoid confusion when interpreting the

Table 6
Segregated and Integrated Services by State

State Name	Total Served 1988	Total Served 1990	Integrated Service 1988	Integrated Service 1990	Segregated Service 1988	Segregated Service 1990
Alaska	613	269	220	211	393	211
Alabama	2,813	3,655	100	236	2,713	3,379
Arkansas	2,452	2,494	10	13	2,442	2,481
Arizona	2,090	2,443	405	1,035	1,685	1,408
California	28,792	28,290	2,900	4,400	25,892	23,890
Colorado	4,107	4,049	876	1,793	3,231	2,556
Connecticut	6,624	6,191	1,435	2,423	5,189	3,243
Dist. of Columbia	958	1,027	25	46	933	980
Delaware	579	660	--	114	--	493
Florida	6,700	9,138	700	1,891	6,000	7,247
Georgia	5,917	6,607	354	783	5,563	5,824
Hawaii	1,029	895	44	140	985	755
Iowa	5,846	6,579	887	998	4,959	5,581
Idaho	1,568	1,664	53	147	1,515	1,517
Illinois	16,523	20,854	596	3,368	15,927	17,486
Indiana	11,400	12,613	1,632	1,209	9,768	11,342
Kansas	2,610	3,585	685	635	1,925	2,950
Kentucky	2,368	2,654	300	572	2,068	2,082
Louisiana	2,099	2,037	260	246	1,839	1,791
Massachusetts	7,800	7,624	1,500	1,324	6,300	6,301
Maryland	5,698	6,093	1,595	1,449	4,103	4,611
Maine	1,803	1,991	232	374	1,571	1,617
Michigan	10,000	13,009	601	911	--	--
Minnesota	5,800	6,300	1,675	2,057	5,625	5,110
Missouri	2,283	2,739	161	83	2,191	2,590
Mississippi	1,817	1,701	312	383	1,505	1,318
Montana	1,325	1,435	79	176	1,246	1,172
North Carolina	5,630	5,579	516	1,340	5,114	4,239
North Dakota	992	1,070	0	0	992	932
Nebraska	1,946	2,194	242	302	1,704	1,892
New Hampshire	1,217	1,336	476	740	741	673
New Jersey	4,034	5,407	557	799	3,477	4,608
New Mexico	1,129	927	15	464	1,114	463
Nevada	679	694	0	124	679	555
New York	43,696	42,010	2,619	4,127	41,077	37,883
Ohio	15,043	20,060	636	1,815	14,407	15,371
Oklahoma	1,866	2,691	66	329	1,800	2,362
Oregon	2,744	3,480	195	1,416	--	2,064
Pennsylvania	15,314	14,389	1,311	3,520	14,003	10,869
Rhode Island	2,200	3,500	350	330	--	--
South Carolina	3,813	5,800	181	1,359	3,632	4,575
South Dakota	1,884	1,583	289	291	1,595	1,109
Tennessee	3,624	3,591	253	451	3,371	3,140
Texas	13,600	13,600*	1,000	--	12,600	--
Utah	1,169	1,362	213	407	956	955
Virginia	4,827	5,370	1,072	1,842	3,755	3,528
Vermont	777	776	289	224	488	552
Washington	5,101	4,122	2,126	1,989	2,975	1,963
Wisconsin	13,588	13,095	2,300	2,948	11,288	10,147
West Virginia	1,044	2,386	--	400	565	2,186
Wyoming	329	380	128	46	201	324
TOTALS	**287,860**	**311,998**	**32,471**	**52,280**	**242,102**	**228,325**

* The 1988 total for Texas was added to this column in order to generate a more accurate estimate of the total served nationaly. This total was not used for any other analyses of 1990 data.

Table 7
Percentage Segregated and Integrated Services by State

State Name	% Integrated Service 1988	% Integrated Service 1990	% Segregated Service 1988	% Segregated Service 1990
Alaska	36	50	64	50
Alabama	4	7	96	93
Arkansas	1	1	99	99
Arizona	19	42	81	58
California	10	16	90	84
Colorado	21	41	79	59
Connecticut	22	43	78	57
Dist. of Columbia	3	4	97	96
Delaware	--	19	--	81
Florida	10	21	90	79
Georgia	6	12	94	88
Hawaii	4	16	96	84
Iowa	15	15	85	85
Idaho	3	9	97	91
Illinois	4	16	96	84
Indiana	14	10	86	90
Kansas	26	18	74	82
Kentucky	13	22	87	78
Louisiana	12	12	88	88
Massachusetts	19	17	81	83
Maryland	28	24	72	76
Maine	13	19	87	81
Michigan	6	7	--	--
Minnesota	23	29	77	71
Missouri	7	3	93	97
Mississippi	17	23	83	77
Montana	6	13	94	87
North Carolina	9	24	91	76
North Dakota	0	0	100	100
Nebraska	12	14	88	86
New Hampshire	39	52	61	48
New Jersey	14	15	86	85
New Mexico	1	50	99	50
Nevada	0	18	100	82
New York	6	10	94	90
Ohio	4	11	96	89
Oklahoma	4	12	96	88
Oregon	7	41	--	59
Pennsylvania	9	24	91	76
Rhode Island	16	9	--	--
South Carolina	5	21	95	79
South Dakota	15	21	85	79
Tennessee	7	13	93	87
Texas	7	--	93	--
Utah	18	30	82	70
Virginia	22	34	78	66
Vermont	37	29	63	71
Washington	42	50	58	50
Wisconsin	17	23	83	77
West Virginia	--	15	24	85
Wyoming	39	12	61	88
OVERALL RATIO INT./SEG.	**13%**	**18%**	**87%**	**82%**

Explanatory Notes for Tables 4-7

- Alaska: The total number of persons served in 1990 represents an unduplicated total, whereas persons served across programs represents some duplication for individuals served in both segregated and integrated settings during the year. The total served for fiscal year 1988 represents a duplicate count; hence, the number is larger (per Art Arnold, 11/91).

- Arizona: The large increase in the percentage served in integrated employment was attributed to two factors: 1) involvement in the Title XIX Waiver program which freed up state dollars for integrated employment, and 2) implementation of a new rate setting methodology in FY 1989 where service providers received a 10% increase in their rates for individuals who spent at least 50% of their time in integrated settings (per Mark Loudenslagel, Brian Lynch, 11/92).

- California: The original numbers provided in the survey for FY 1988 were revised for California and parallel adaptations were made in data obtained in the FY 1990 survey. These modifications include: 1) time-limited/competitive employment services were disqualified because they did not meet our definition, 2) data reflecting individuals with developmental disabilities in sheltered and supported employment were provided by the state Vocational Rehabilitation office rather than the state MR/DD agency (per Margaret Lamb, state VR office, 12/92). VR funds and documents these services in California, although all individuals with developmental disabilities are also on the service rolls of the state MR/DD agency (for case management, etc.).

- Colorado: The total number served represents an unduplicated count, although there is duplication across services (per Lynne Struxness).

- Connecticut: The state MR/DD agency has transferred consumers to two other state agencies for day or employment services since 1988 (Department of Mental Health and Department of Employment Training) so the total number served is smaller. Also these numbers do not reflect some individuals who are served in state operated community based day or employment services (per Barbara Pankosky).

- Florida: New funding and collaborative initiatives gave larger service totals in 1990 (per Steve Dunaway, 3/92).

- Hawaii: FY90 total of 895 represents an unduplicated count of individuals served, which may have been duplicated in 1988 (per Sally Luke, 2/92).

- Illinois: FY 1990 day habilitation number includes individuals funded through the Dept. of Public Aid and monitored by the state MR/DD agency. This was not the case for 1988; hence, the number served is significantly larger for 1990 (per Janet Gully, state MR/DD agency, April 7, 1992).

- Indiana: Transitional employment is no longer funded by the state MR/DD agency. Day activity numbers have doubled due to deinstitutionalization (per Jeff Neuman, April 20, 1992).

- Kansas: The MR/DD agency has improved the accuracy of their MIS system; however, the data may not reflect all individuals served under the ICF/MR program (931 persons). The large increase in total number of individuals served was attributed to improved data collection efforts (per Larry Sherraden, 3/92).

- Massachusetts: These data reflect individuals served in FY 1991, not FY 1990 (per Mark Ostrowsky).

- Michigan: The increase in total served is due to new referrals as well as some duplication across supported employment and facility-based employment. Michigan data reflect FY 1989 (per Marilyn Hill).

- Minnesota: For FY 1990, there is some duplication across the service categories. However, total number served is an unduplicated count. Minnesota did not have information on individuals in work activity in FY88, so they were included in day programs. For FY 1990, those persons were included in sheltered employment/work activity. totals. Persons in elderly programs are included in the day activity column. The original FY 1988 supported employment and day program totals were revised based on suggestions from Jim Franzyk, February 19, 1993. These data were retrieved from the Minnesota Day Training and Habilitation Services 1988 Survey Results in order to compare with parallel data reported in the FY90 survey (Minnesota Governor's Planning Council on Developmental Disabilities, 1989).

Explanatory Notes for Tables 4-7

- Missouri: Original data presented in the last report for 1988 were revised when 1990 data were submitted. This is true for all service categories (per Michael Renner, November 1, 1992).

- Mississippi: The state MR/DD agency no longer funds day activity. Service totals dropped due to the a workshop closing. Competitive employment numbers are included in the supported employment category (per E.C. Bell).

- New Hampshire: 1336 is the unduplicated year end client count for all day program services, but there is some duplication across the service categories. 75% of NH adult day consumers are in integrated settings (per Dan Van Keuren).

- New Jersey: FY88 data for New Jersey did not include 600 people in state operated day activity/day hab. programs, which accounts for the large increase shown for FY90 (per Phylis Seitz).

- New Mexico: The most recent data are based on fiscal year 1992. Thus, movement from segregated to integrated employment appears more dramatic for New Mexico because the time period is longer (per Phil Blacksheer).

- North Dakota: The state MR/DD agency does not fund or monitor supported employment in North Dakota. Service categories could not be provided for 183 individuals served (per Sandi Noble).

- Ohio: Service data could not be broken out for 2135 persons. The large increase in total served from 1988 to 1990 was attributed to improved data collection methods (conversation with Susan Shiets, 3/92).

- Oklahoma: There is some duplication across the segregated and supported employment totals. This includes approximately 1-2 % of those in segregated employment (per Ben Williamson, 4/92).

- Oregon: Half of those listed in combined segregated services for FY 1990 spend approximately 40% of their time receiving habilitation services. FY 1988 supported employment numbers were undercounted, as Oregon had not yet established a consistent tracking system for supported employment (per Bev Haren, February 17, 1993).

- South Carolina: The large increase in the total number served was attributed to a greater emphasis on transition, reducing waiting lists and outreach. The service emphasis for individuals transitioning from school is integrated environments. The difference in the distributions across sheltered employment and day programs for FY 1988 and FY 1990 was attributed to differing interpretations of the definitions provided with the surveys (per Sam Davis, December, 1993).

- Tennessee: 175 of those in the integrated column for 1990 are figures from the Department of Mental Health (per Larry Grimes).

- Texas: FY 1990 data not available for Texas; therefore, FY 1988 totals were simply duplicated for Table 6 only in order to develop national estimates. These figures were not included in the statistical analyses.

- Vermont: The reduction in the percentage served in supported employment from 37% to 29% may be because the 1990 totals represented an unduplicated count, whereas the 1988 numbers were most likely duplicated. Also data management system is just now becoming more accurate (per Joseph Carlomagno, 2/93).

- Virginia: There may be some duplication across services, but for only a small number of people (per Mark Hill).

- Washington: FY88 total was a duplicated count: FY90 total is lower because numbers are unduplicated. Time limited numbers for FY88 should have been in supported employment but were listed in the competitive column, accounting for supported employment differences. (Per John Stern, Division of DD, March 23, 1992).

- West Virginia: Supported employment totals include 195 individuals funded through the Division of Rehabilitation Services who were monitored by the Department of Mental Retardation. (per Steve Wiseman).

- Wyoming: The totals are unduplicated. Supported employment numbers were lower in 1990 due to increased focus on deinstitutionalization and a decreased focus on integrated employment. (Conversation with John Fortune, 3/92).

distribution across service categories compared with the aggregate integrated and segregated rates (Figure 2). The accurate aggregate service rates are: 18% for integrated employment and 82% for segregated or facility-based services.

States with integrated employment rates that greatly exceeded the national average of 18% included: New Hampshire (52%), Washington (50%), Alaska (50%), New Mexico (50%), Connecticut (43%), Arizona (42%), Colorado (41%), Oregon (41%), Virginia (34%), Utah (30%), Minnesota (29%) and Vermont (29%). (New Mexico was not included in this list because the data were reported for FY 1992). All of these states were among the 27 that received OSERS Title III supported employment systems change grants, which appear to have helped stimulate stronger integrated employment outcomes. Most of these states also had supported employment rates in 1988 that greatly exceeded the average of 11.

As mentioned, a new day setting category added to our survey of 1990 services included specialized programs for elderly persons. Thirty-one state agencies responded that they fund or monitor these programs. However, only 15 agencies could provide information on the number of persons served. Many respondents noted that they do not collect separate data on these programs, but rather, this information typically is included in day program statistics. The average number of individuals served per state was 135, with a range of 1 - 525. Table 8 reveals the state-by-state distribution of elderly programs for the 15 agencies that had this information; state agencies marked missing on the table reported that they fund this service but do not have information on the number served. For the reporting states, Connecticut served the largest number of individuals (525) in discrete programs for elderly persons with mental retardation.

Table 8

Special Programs for Elderly Persons by State

State	Total Served	State	Total Served
Alabama	40	Nebraska	--
California	--	New Hampshire	--
Colorado	73	New Mexico	--
Connecticut	525	Nevada	15
Washington D.C.	1	New York	--
Delaware	53	Ohio	739
Indiana	62	Rhode Island	--
Massachusetts	--	Tennessee	--
Maryland	33	Texas	--
Michigan	--	Utah	--
Minnesota	--	Virginia	--
Missouri	66	Washington	170
Mississippi	--	Wisconsin	--
Montana	87	West Virginia	13
North Carolina	--	Wyoming	10
North Dakota	138	**Total**	**2,025**

Table 9 presents additional information regarding Tables 4-8, including: 1) whether the state and service setting totals represent all those served in 1990 or year-end totals, and 2) whether the totals reflect a duplicated or unduplicated count. Eight state agencies reported a duplicate count for the overall total served, 40 indicated an unduplicated count, and two reported "unknown". A duplicate count would occur when a person was served in more than one setting during the year and, thus, was included more than once in the overall total. Consequently, the eight agencies that provided a duplicate count have an inflated total of those served in 1990. And yet, 27 state agencies reported that this number was based on end-of-the year count. Those 27 agencies have under-reported this total, because they did not account for persons who may have left the system before the end of the year. All of this is to say that the overall total who received day or employment services in FY 1990 is likely to be somewhat larger than what is reported here (311,998 persons), with 8 agencies inflating the total served and 27 agencies under-reporting this total.

Table 9
Type of Statistics Presented in Tables 4-7

State Name	Total served in 1990		Served by setting in 1990	
		Unduplicated[1]		Unduplicated
Alabama	Yr. end[2]	Unknown	Yr. end	Unknown
Alaska	Total[3]	√	Other [4]	
Arizona	Total		Total	
Arkansas	Yr. end	√	Yr. end	√
California	Yr. end		Yr. end	
Colorado	Total	√	Total	
Connecticut	Yr. end	√	Other	√
Delaware	Yr. end	√	Total	√
Dist. of Columbia	Total	√	Total	√
Florida	Yr. end		Yr. end	√
Georgia	Yr. end	√	Yr. end	√
Hawaii	Yr. end	√	Yr. end	√
Idaho	Yr. end	√	Yr. end	√
Illinois	Total		Total	
Indiana	Yr. end	√	Yr. end	√
Iowa	Total	√	Total	√
Kansas	Total	√	Total	√
Kentucky	Total	√	Total	√
Louisiana	Yr. end	√	Yr. end	√
Maine	Total	√	Total	√
Maryland	Total	√	Total	√
Massachusetts	Yr. end	√	Total	√
Michigan	Total		Total	
Minnesota	Yr. end	√	Total	√
Mississippi	Total	√	Total	√
Missouri	Yr. end	√	Yr. end	√
Montana	Yr. end	√	Other	√
Nebraska	Total	√	Total	√
Nevada	Yr. end		Yr. end	
New Hampshire	Total	√	Total	
New Jersey	Total	√	Other	√
New Mexico	Total	Unknown	Total	Unknown
New York	Yr. end	√	Yr. end	√
North Carolina	Yr. end	√	Other	√
North Dakota	Yr. end	√	Yr. end	√
Ohio	Total	√	Total	√
Oklahoma	Total		Other	
Oregon	Total	√	Total	√
Pennsylvania	Yr. end	√	Yr. end	√
Rhode Island	Yr. end	√	Yr. end	√
South Dakota	Yr. end	√	Total	√
South Carolina	Total	√	Total	√
Tennessee	Yr. end	√	Yr. end	√
Texas	Missing	Missing	Unknown	Missing
Utah	Yr. end	√	Yr. end	√
Vermont	Total	√	Total	√
Virginia	Yr. end		Total	
Washington	Yr. end	√	Other	√
West Virginia	Yr. end	√	Total	√
Wisconsin	Total	√	Total	√
Wyoming	Total	√	Total	√

1 "Unduplicated" refers to an unduplicated count of the people served by the agency.

2 "Yr. end" refers to using year end utilization statistics to indicate the number served in 1990.

3 "Total" refers to total number of people served by the agency in 1990.

4 "Other" indicates that agency uses a combination of total number served during the year and year end stats to indicate people served

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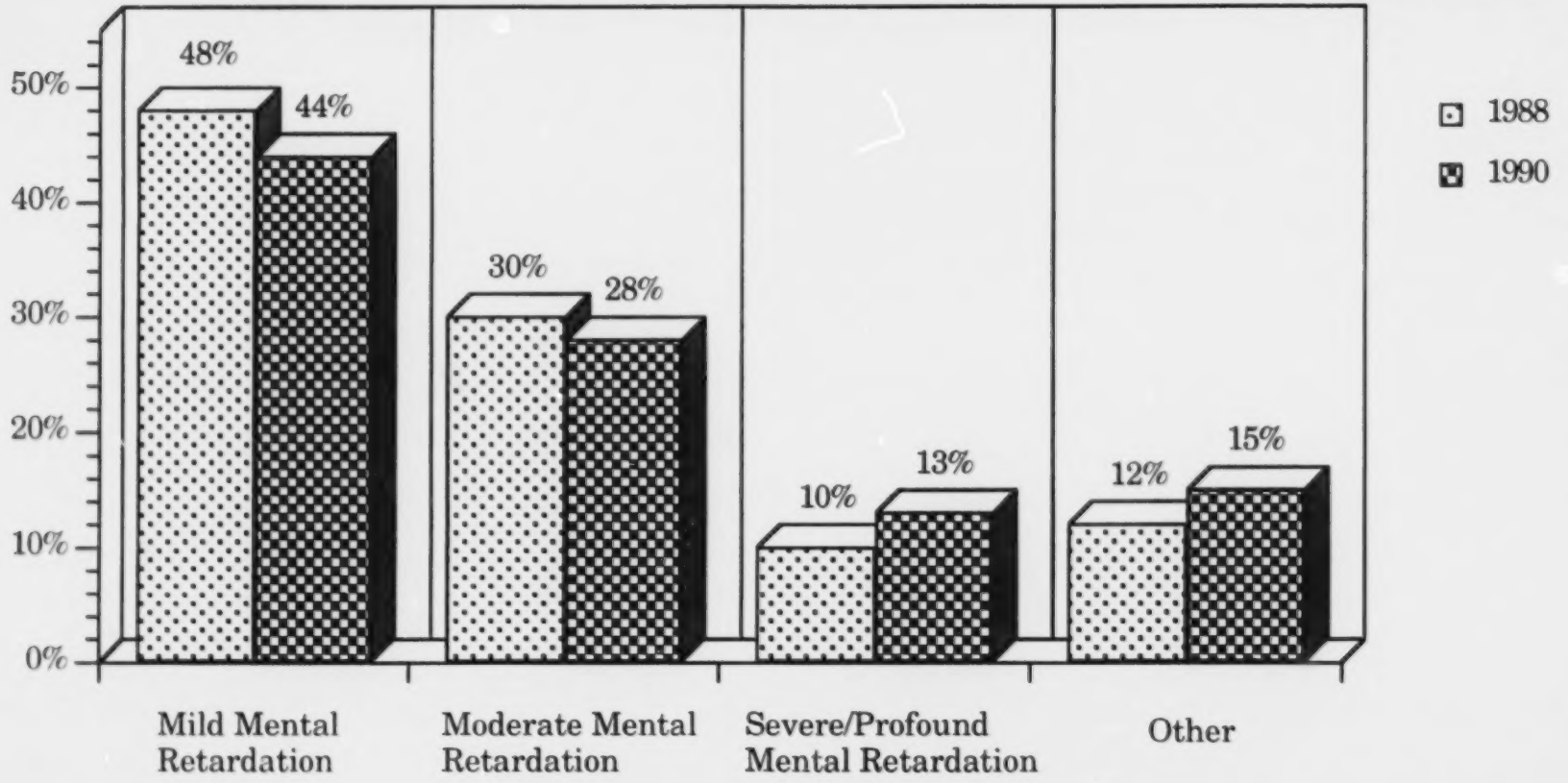
The same trade-offs occur for totals reported by service setting. Ten agencies noted that these numbers may reflect a duplicate count of the total served across programs, whereas 38 agencies used an unduplicated count. This issue is less important when the relative use of different settings is being analyzed and more important when the focus is on the absolute number served in each setting. Respondents also indicated whether numbers by service setting represent totals served during the year, year-end totals, or some other combination. Twenty-six states based this information on the total served in each program throughout the year, 17 on year-end statistics, and 7 on another configuration such as a combination of the two. Again, the absolute number served in each setting may be an underestimate, given that 17 agencies reported on year-end statistics and 10 agencies reported a duplicate count across programs.

Day and Employment Environment by Disability

Slightly more state agencies were able to provide the number of persons served in integrated employment settings in 1990 by disability (23 in 1990) than for those in segregated settings (21 in 1990). Approximately 43% of the agencies were able to retrieve this information for 1990; thus, the relative percentages within each setting are more important than the absolute number served. Figure 3 compares the distribution by level of retardation for individuals served in integrated employment for 1988 and 1990. There were some noticeable changes across the time periods. The percentage of individuals with mild mental retardation served in integrated employment decreased substantially, whereas the percentage with severe mental retardation increased as did the percentage with "other" disabilities. However, 72% of all individuals served in integrated employment in 1990 had either mild or moderate mental retardation, showing that those with less significant disabilities still comprise the majority of those in integrated settings. T-tests for paired samples were conducted for the 21 states

FIGURE 3
INTEGRATED DAY OR EMPLOYMENT SERVICES BY DISABILITY: 1988-1990

Competitive/Time-limited Training and Supported Employment



TOTAL NUMBER OF INDIVIDUALS SERVED

In 1988, N = 16,001 # States = 27

In 1990, N = 25,982 # States = 23

that provided level of disability for integrated settings across both years, and there were no significant differences in the percentage served for any of the disability groups. Disability levels by competitive and supported employment are displayed in Figure 4. As might be expected, the percentage of persons with moderate and severe mental retardation is greater when ongoing supports are provided.

Segregated day and employment services by disability are compared for FY 1988 and FY 1990 in Figure 5. The percentages with mild and moderate mental retardation in segregated settings decreased only slightly across the two year time span, as did the percentage with other disabilities. Individuals with severe/profound mental retardation were the only disability group to show increased presence in segregated settings in 1990. These relationships are shown more specifically in Figure 6, where sheltered employment and day programs are displayed separately by disability. The largest percentage of individuals with severe or profound retardation was reported in day habilitation programs, where the primary program focus is nonvocational skill development, (46%) versus 20% in sheltered employment. On the other hand, 48% of those served in day activity/day habilitation programs had a diagnosis of mild or moderate mental retardation. In the segregated employment settings (sheltered employment and work activity) as well, individuals with mild or moderate mental retardation comprised the majority of those served (68%).

Persons with a primary disability other than mental retardation (e.g., cerebral palsy, sensory-neurological impairments, autism, etc.) represented a larger percentage of the total in integrated environments (15%, Figure 3) compared with the proportion in segregated settings (9%, Figure 5), a similar trend to that reported in FY 1988. For the integrated employment categories, a larger percentage of those in competitive employment consisted of this group (18%), followed by 15% of those in supported employment. Similarly, persons with

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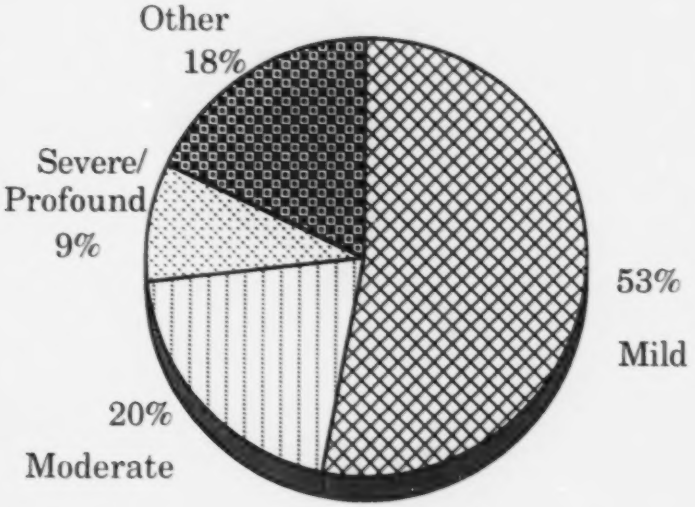
FIGURE 4
MR/DD AGENCIES: INTEGRATED EMPLOYMENT BY DISABILITY IN 1990

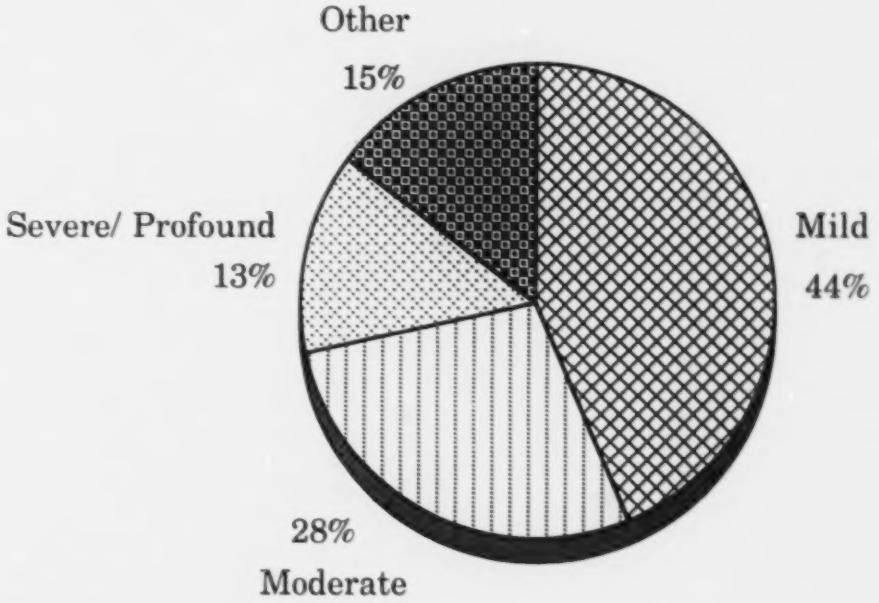
Competitive / Time-limited



Individuals Served = 1,581

States = 12

Supported Employment



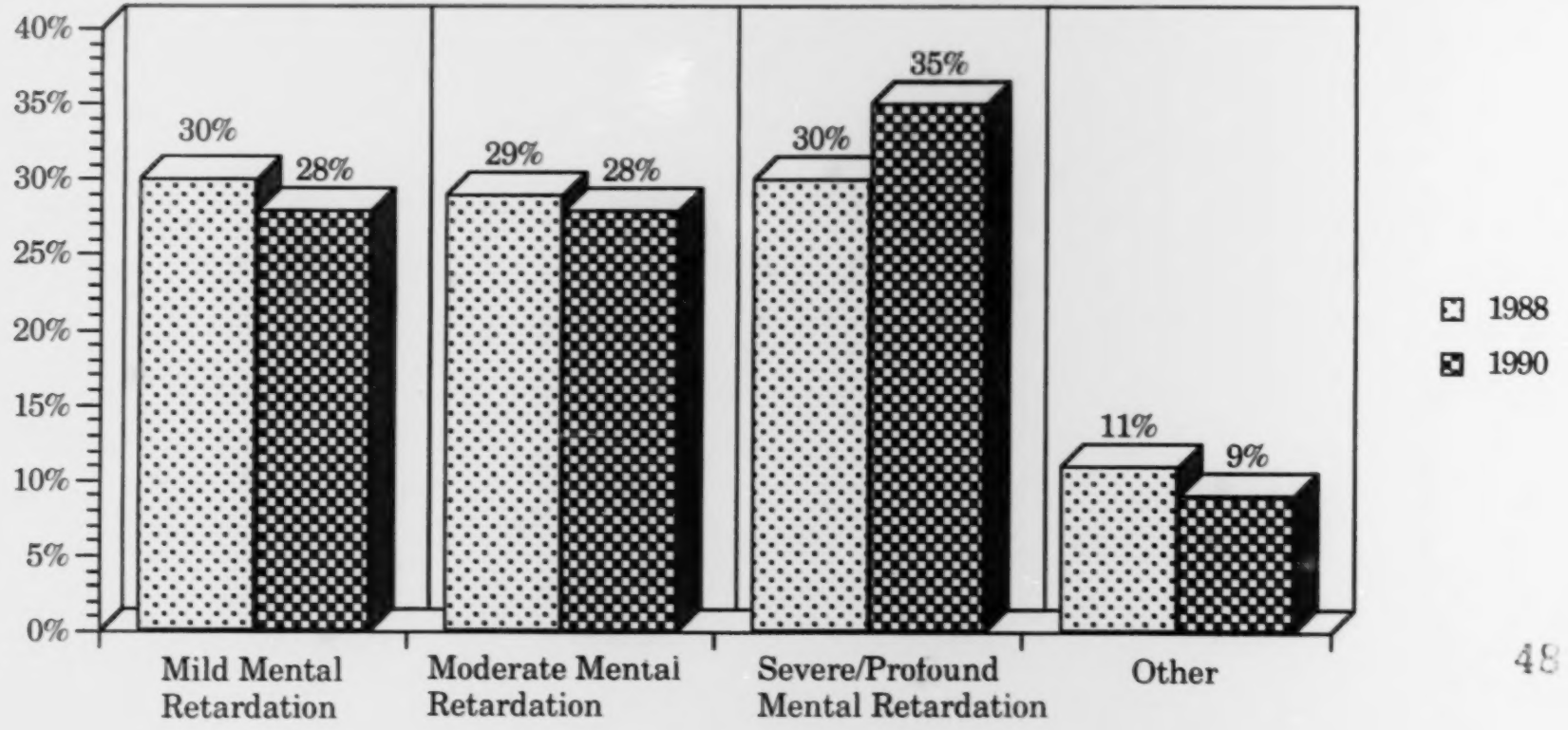
Individuals Served = 24,313

States = 23

- Mild Mental Retardation
- Moderate Mental Retardation
- Severe/ Profound Mental Retardation
- Other

FIGURE 5
SEGREGATED DAY OR EMPLOYMENT SERVICES BY DISABILITY: 1988-1990

Sheltered Employment/Work Activity and Day Activity/Day Habilitation



TOTAL NUMBER OF INDIVIDUALS SERVED

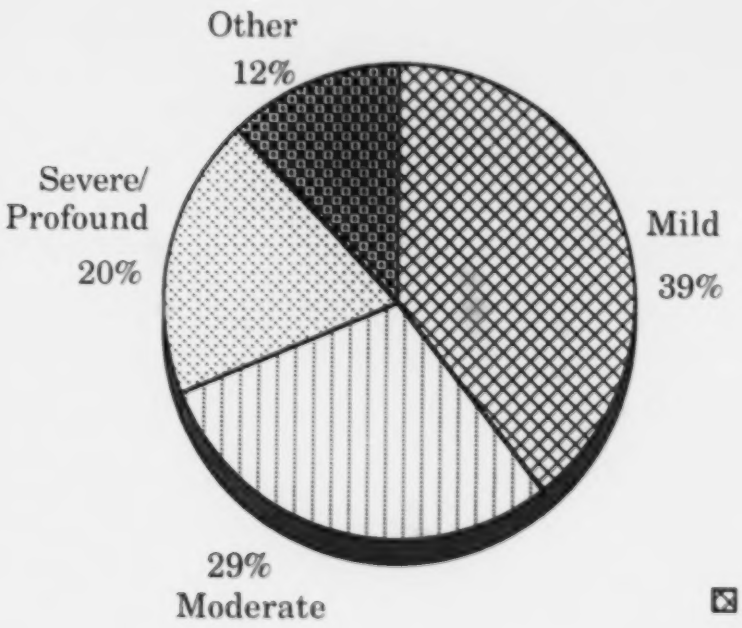
In 1988, N = 102,799 # States = 27

In 1990, N = 118,790 # States = 21

FIGURE 6

MR/DD AGENCIES: SEGREGATED EMPLOYMENT BY DISABILITY IN 1990

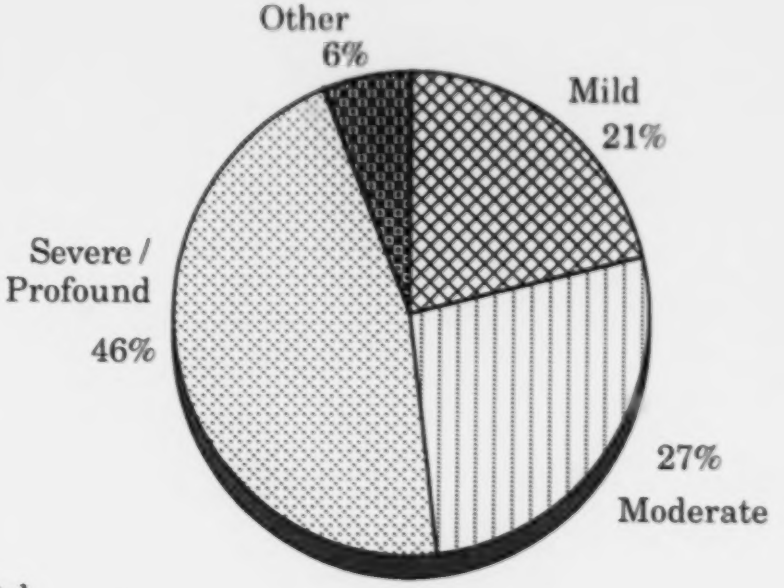
Sheltered Employment/ Work Activity



Individuals Served = 43,424

States = 18

Day Habilitation/ Day Activity



Individuals Served = 66,529

States = 21

- Mild Mental Retardation
- Moderate Mental Retardation
- Severe/Profound Mental Retardation
- Other

"other" disabilities represented a larger percentage of those in sheltered employment (12%) than in day habilitation (6%).

The distribution by disability in programs for elderly persons mirror the day program program proportions. Figure 7 demonstrates this, revealing that 43% of those in these programs had severe/profound mental retardation, compared with 46% of the total in day programs. The percentages for the "other" disability categories were also relatively similar (8% for elderly and 6% for day programs).

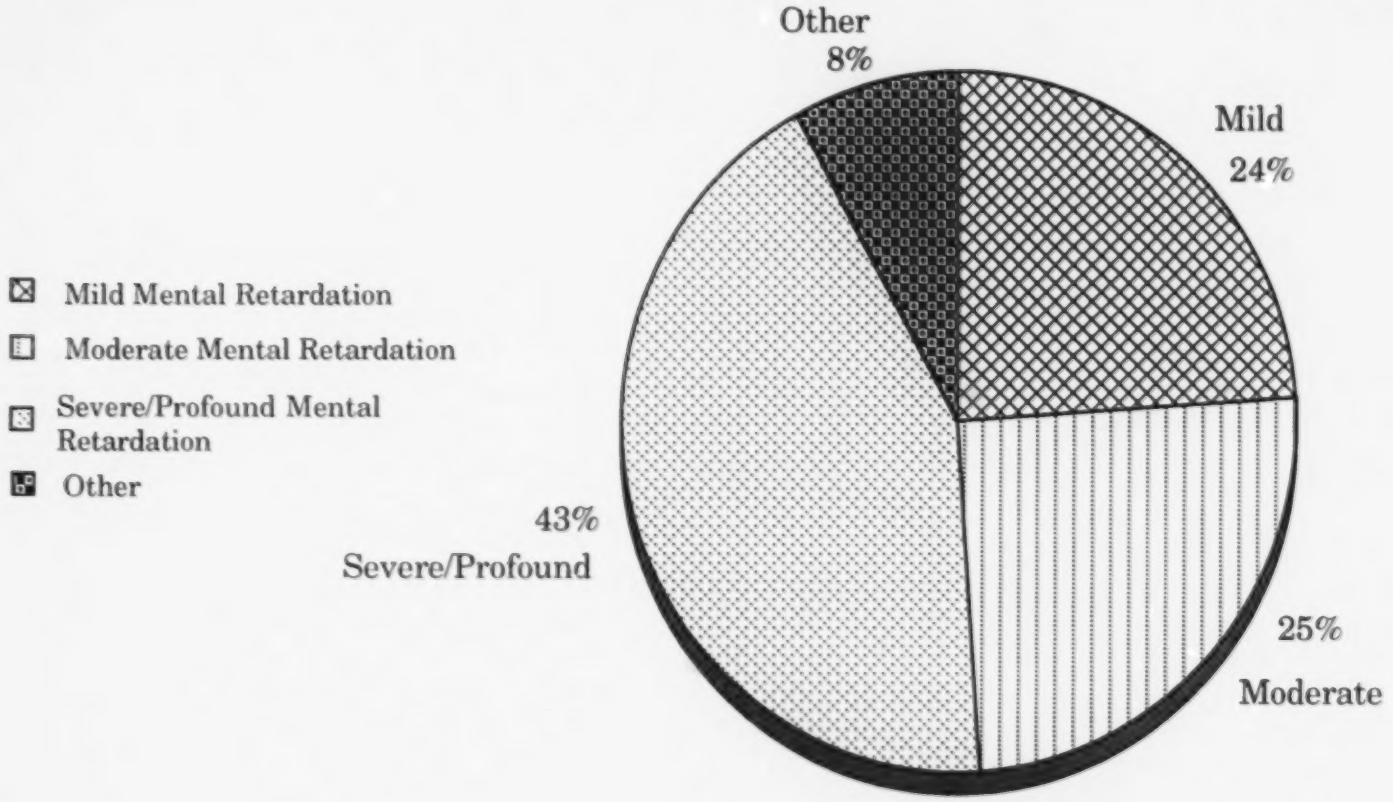
Figure 7 presents the distribution by disability in programs for elderly persons. Only 5 of the 15 state agencies that provided data on the total number served in these programs also provided the distribution by disability. Given the small number of respondents, these percentages need to be viewed with caution. As with traditional day programs, individuals with severe/profound retardation represented the largest disability group served. Moreover, the distribution across the other disability groups also mirrored the percentages reported in day programs.

New Participants in Day and Employment Services

Twenty-three state agencies (45%) provided information regarding the number of persons who received day and employment services for the first time during FY 1990. These states reported an average of 727 new participants (range = 35 to 5550). New participants represented 5.3% of the total individuals who received day and employment services from these state MR/DD agencies in FY 1990. Figure 8 compares the percentage of new participants by each service setting with the percentage served in 1990 in the respective settings. (Each of these adds to 100%). Clearly, the percentage of new participants is larger for the integrated settings when compared with the overall percentages in those settings.

FIGURE 7

MR/DD AGENCIES: ELDERLY PROGRAMS BY DISABILITY IN 1990

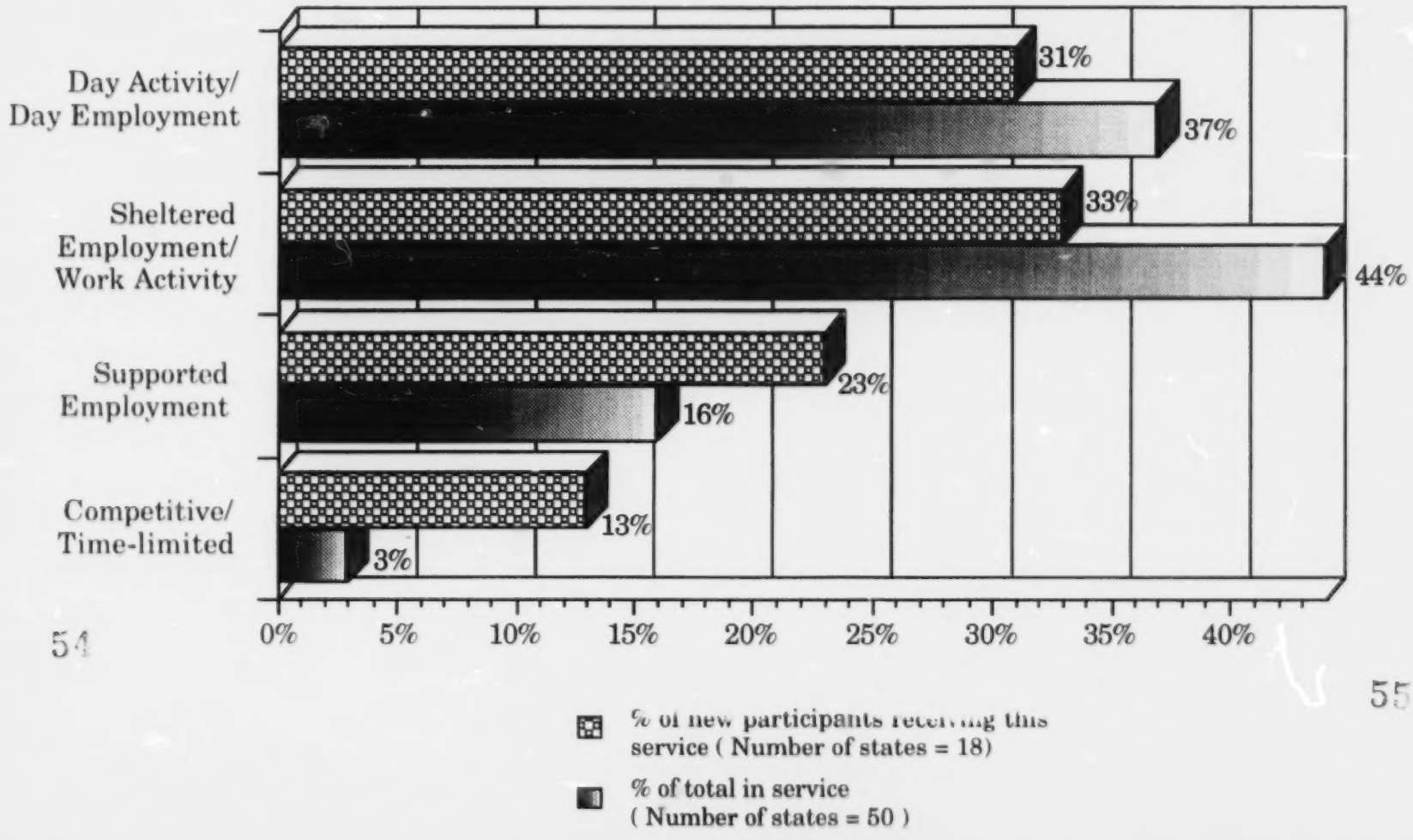


Individuals Served = 2,025

States = 5

FIGURE 8

% NEW PARTICIPANTS AND % OF TOTAL SERVED IN DAY OR EMPLOYMENT SERVICES IN 1990 BY SETTING



Current Unmet Service Needs

Forty-one state MR/DD agencies (80%) provided data on the number of individuals who currently need day or employment services but are not receiving these services. For these states, an average of 928 persons were waiting, with three state agencies reporting zero (Nevada, North Dakota, and Washington, D.C.) and New York reporting the highest number (5182). Only 23 agencies agencies reported these totals in 1988, where the average number waiting was similar but slightly higher (1,177 individuals).

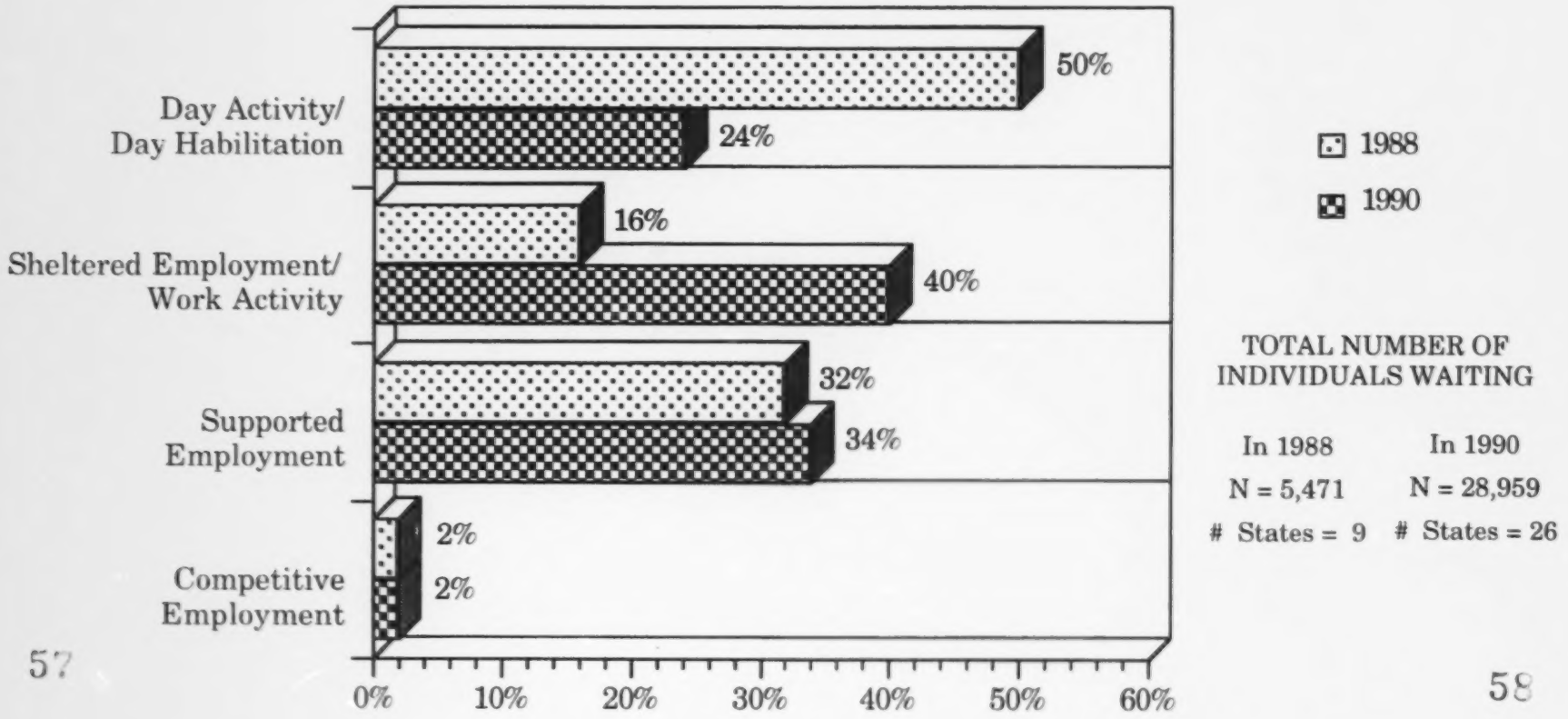
Twenty-six agencies (51%) reported information according to the type of day or employment service for which individuals were waiting at the time of the survey (July 1991) versus nine states for July 1989. (See Figure 9.) The waiting list distribution varied considerably from the distribution of those who received services in FY 1990 as displayed in Figure 2. Furthermore, waiting list percentages differed significantly across the two survey periods. Fifty percent were waiting for day activity or day habilitation services in 1989, compared with only 34% of those waiting in 1991. Only 16% were waiting for sheltered employment in 1989, whereas 40% were waiting in 1991. The percentage waiting for supported employment was similar across the two years (32% in 1989 and 34% in 1991). Four states reported that they had waiting lists for specialized programs for elderly individuals, with the waiting lists ranging from 22 to 299 persons.

The relative shift between day habilitation and sheltered employment may have been influenced by the state agencies that responded for the respective years. The 1991 data most likely are more reliable than that reported for 1989, given the larger number of responding states.

The most significant difference between the waiting list distribution and the current service distribution is that the percentage waiting for supported employment (34%) is approximately twice as large as the percentage currently

FIGURE 9

PERCENTAGE OF INDIVIDUALS WAITING BY TYPE OF SERVICE: 1989-1991*



*These years differ from service data years because respondents were asked to provide data on the number of individuals who were waiting at the time of completion of the survey (1989,1991).

receiving services, whereas the percentage waiting for day program services (24%) is significantly smaller than the proportion currently being served (37%). Accordingly, the existence of supported employment services seems may have reduced the demand for day program services.

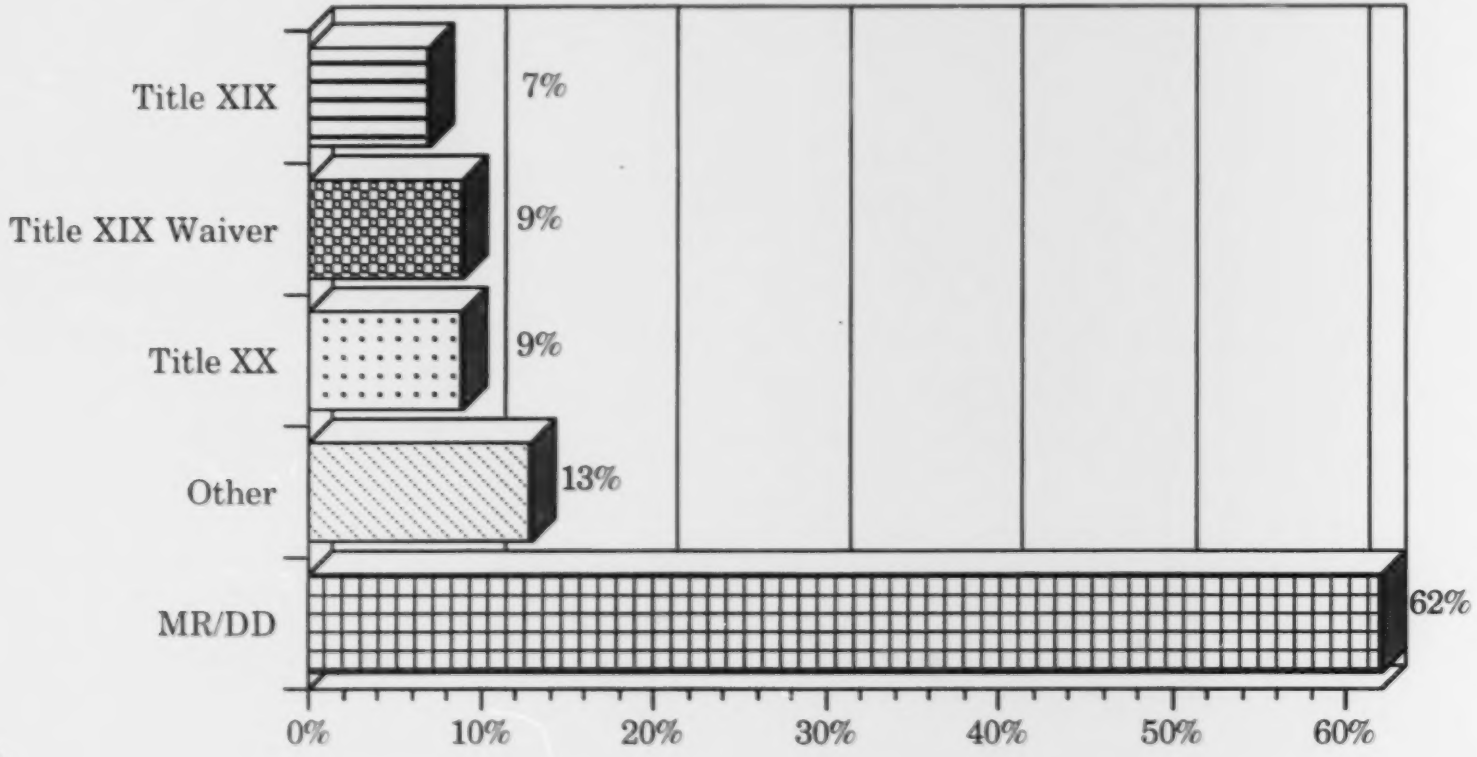
Funding

The sources of funding for day and employment services are varied for state MR/DD agencies. In many instances the support is provided by a combination of state and federal sources. In other cases, funding comes from special grants, local or county governments or from consumers (e.g., Social Security Plans to Achieve Self Support or Impairment Related Work Expenses.) Each state was asked to provide information regarding the level of support for day and employment programs. Figure 10 displays the distribution across funding sources for all day and employment dollars spent in 1990. Obviously, the largest contribution comes from state MR/DD dollars, followed by the two combined Title XIX sources, and finally other sources.

For the 21 responding agencies, Figure 11 shows the relative distribution across funding sources for integrated, sheltered employment and day programs. State MR/DD funds comprised at least half of all resources for each setting. However, the percentage allocated varied considerably by type of program. State MR/DD funds comprised 91% of all integrated employment resources, but dropped considerably for sheltered employment/work activity (63%) and for day programs (56%). Important sources of funding for sheltered employment were "other" sources (24%, e.g., contract dollars, county or local government, state monies according to the Vocational Rehabilitation agency as opposed to federal VR dollars, etc.) and Title XX (12%). As expected, Title XIX dollars (from the HCB waiver, ICF/MR program, and optional service programs) accounted for a large portion of day program resources (30%), following only state MR/DD dollars in

FIGURE 10

SOURCE OF DAY AND EMPLOYMENT FUNDING FOR 1990

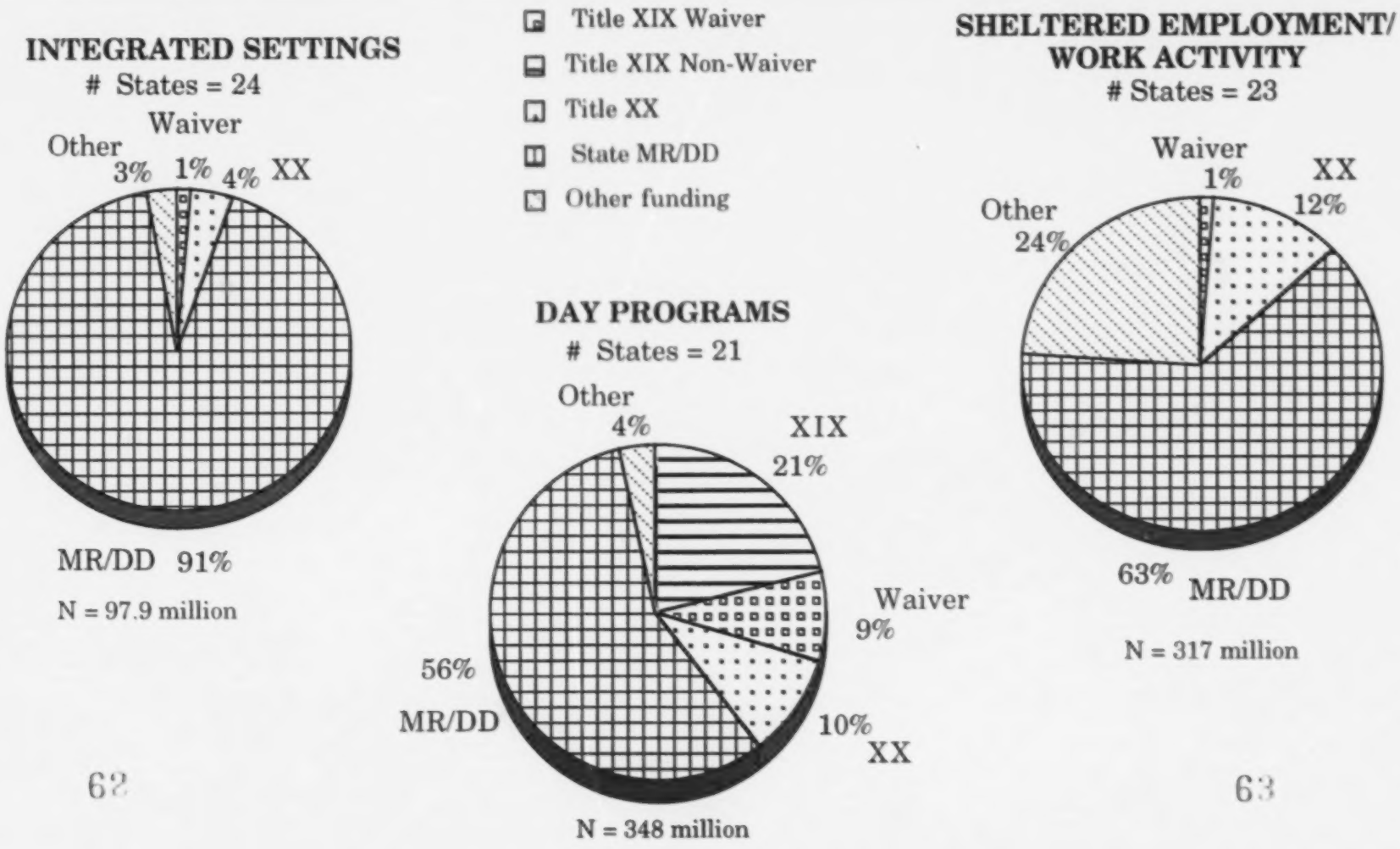


Number of States = 38

Total Funds = 1.48 Billion Dollars

FIGURE 11

FUNDING BY SETTING: INTEGRATED AND SHELTERED EMPLOYMENT/ WORK ACTIVITY AND DAY PROGRAMS IN 1990



prevalence (56%). When Title XX dollars are added to the Title XIX day program resources, the total federal government contribution equals 40%.

Twenty-four states provided information regarding funding sources for specialized programs for the elderly, shown in Figure 12. Again, the largest percentage (70%) came from state MR/DD allocations, whereas federal funds accounted for the next largest combined contribution (Title XIX 18%, Title XX 4%).

The percentage of each funding source that was allocated to the various settings was also examined. Figure 13 displays this information for 24 responding agencies. The bar chart for integrated employment is particularly striking when compared with the sheltered employment and day program graphs. A very small percentage of each funding source was allocated to integrated employment in 1990. Even though state MR/DD dollars comprise 91% of all integrated employment resources, integrated employment captured only 17% of the total state MR/DD day and employment dollars. Large percentages of "other" funds (82%), Title XX (49%) and state MR/DD dollars (43%) were allocated to sheltered employment/work activity. The "other" funding category most likely includes contract income. Almost all Title XIX dollars were allocated to day activity/day habilitation programs (98%), followed by a large percentage of the total Title XX (46%) and state MR/DD dollars (40%).

Utilization of the Title XIX Home and Community-based Waiver

Day and employment services funded through the Medicaid Home and Community-based (HCB) Waiver include day habilitation programs and, for persons previously institutionalized, prevocational services and supported employment. As mentioned earlier, day habilitation services, as defined by the Health Care Finance Administration (HCFA), include non-work related therapies. Prevocational services include work-related training that is not oriented toward a specific job, as opposed to supported employment services which

FIGURE 12

SOURCE OF FUNDING FOR PROGRAMS FOR ELDERLY PERSONS IN 1990

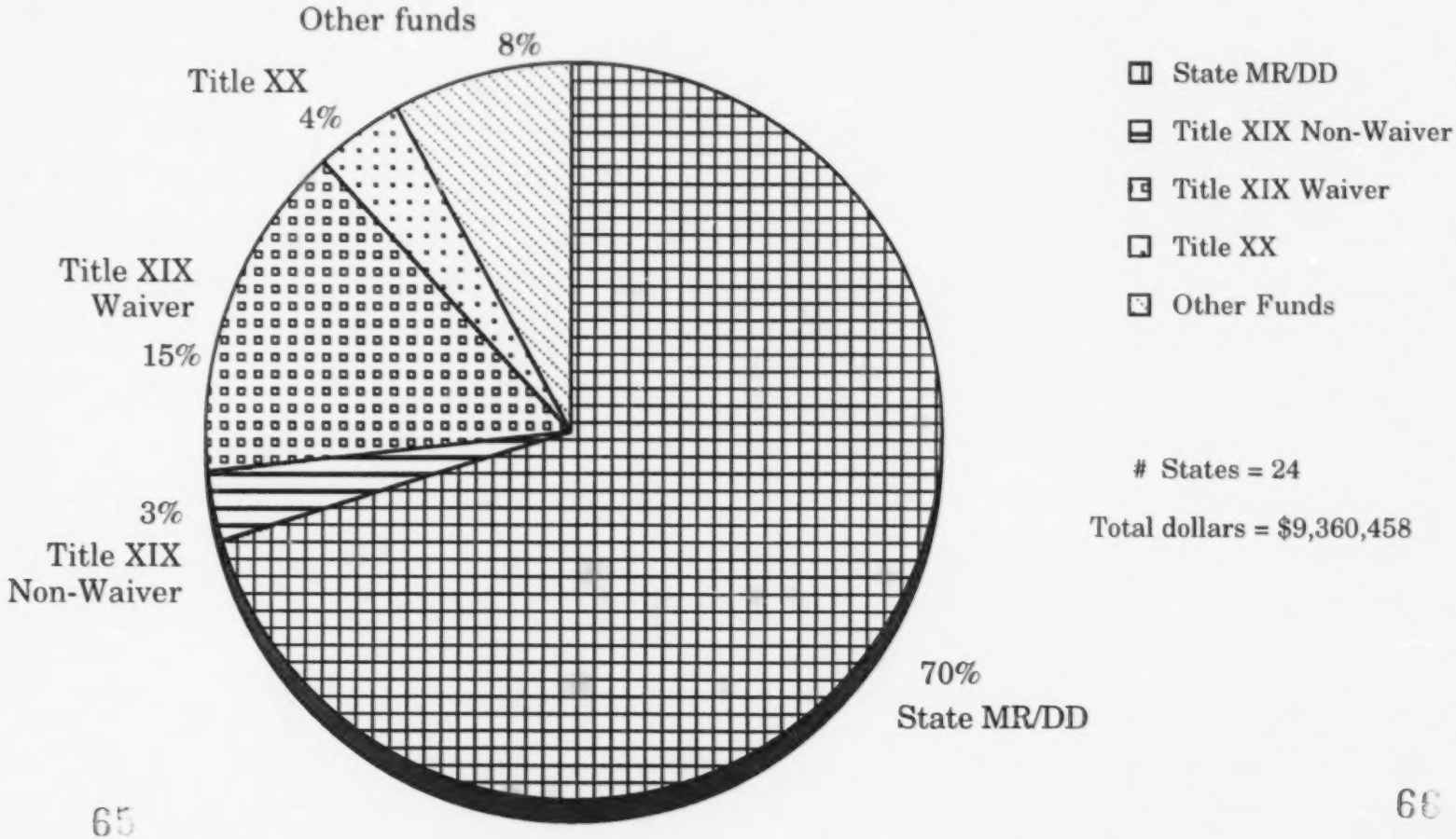
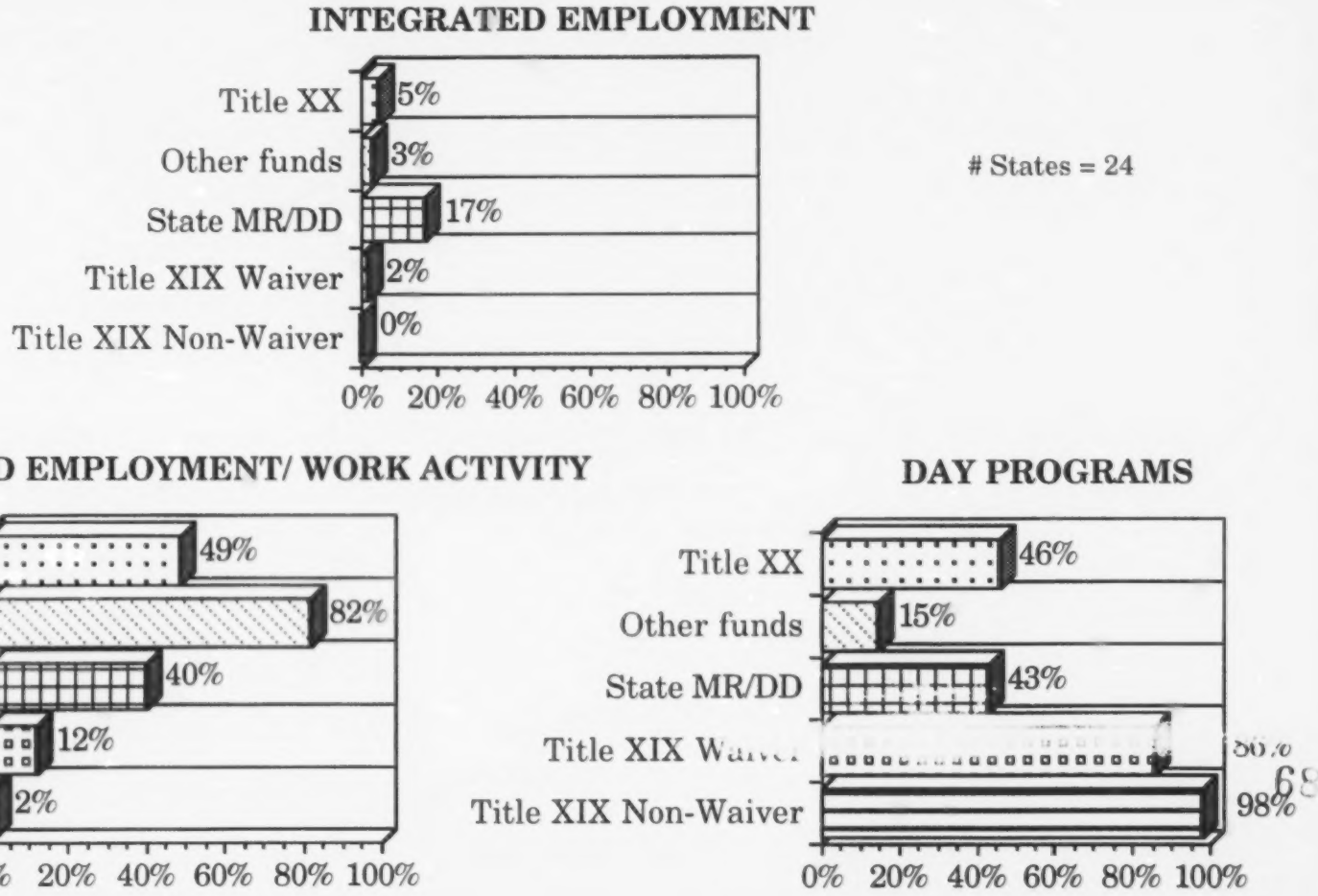


FIGURE 13

PERCENT OF FUNDING SOURCE ALLOCATED TO INTEGRATED EMPLOYMENT, SHELTERED EMPLOYMENT AND DAY PROGRAMS IN 1990



focus on specific job-related employment training in an integrated setting. States receiving HCB waivers vary greatly with respect to the actual services covered (Smith, Katz & Gettings, 1989).

The state-by-state distribution of waiver services covered as of December 1, 1992 is compared in Table 10 with services that were provided in FY 1990. As of December 1, 1992, 44 states had waiver plans that included day habilitation services; 26 of these states covered all three potential services. Six other states provided day habilitation and supported employment under the waiver. Iowa and Ohio provided only supported employment under their waiver. As of December 1, 1992, 35 states included supported employment services under their waiver plan, with amendments pending for this service in North Carolina and Washington. This represented more than a two-fold increase in the number covering supported employment under the HCB Waiver in FY 1990 (16 states). Moreover, 9 states had added their Home and Community-based Waiver Programs since FY 1990. Only Mississippi and Rhone Island did not cover any day or employment services under the HCB waiver as of December, 1992.

Respondents were asked to provide the number of individuals served in day or employment services who were funded under one of four Title XIX options in 1990: the HCB Waiver, the ICF/MR program, the Rehabilitation Service option, or the Clinic Service option. (See Figure 14 for those responses from 32 state agencies). The largest portion of individuals funded with Title XIX dollars were in the ICF/MR program (50%), followed by 26% under the Rehabilitation or Clinic options, and 24% under the waiver. Seven agencies reported that they use the Title XIX clinic option to fund day or employment services, although only 4 were able to provide data (for a total of 11,859 individuals). Michigan made the most extensive use of this option, serving 84% of the total reported. Seven states also

Table 10
Services Covered Under the Home and Community-based Waiver

State Name	Services Covered in FY 90			Services Covered as of 8/1/92		
	Supp. Emp.	Prevoc.	Day Hab.	Supp. Emp.	Prevoc.	Day Hab.
Alaska						
Alabama			X	X	X	X
Arkansas	X		X	X		X
Arizona			X			X
California			X			X
Colorado	X	X	X	X	X	X
Connecticut	X	X	X	X	X	X
Dist. of Columbia						
Delaware	X	X	X	X	X	X
Florida			X			X
Georgia			X	X		X
Hawaii			X			X
Iowa				X		
Idaho						
Illinois	X		X	X		X
Indiana				X	X	X
Kansas	X	X	X	X	X	X
Kentucky			X	X	X	X
Louisiana				X	X	X
Massachusetts		X	X		X	X
Maryland	X	X	X	X	X	X
Maine			X	X		X
Michigan	X	X	X	X	X	X
Minnesota	X	X	X	X		X
Missouri			X	X		X
Mississippi						
Montana			X	X	X	X
North Carolina			X	P	P	X
North Dakota	X	X	X	X	X	X
Nebraska			X	X	X	X
New Hampshire	X		X	X		X
New Jersey			X			X
New Mexico				X	X	X
Nevada		X	X		X	X
New York				X	X	X
Ohio				X		
Oklahoma		X		X	X	X
Oregon	X	X	X	X	X	X
Pennsylvania	X	X	X	X	X	X
Rhode Island						
South Carolina				X	X	X
South Dakota			X	X	X	X
Tennessee		X	X	X	X	X
Texas†				†	†	X
Utah	X	X	X	X	X	X
Virginia				X	X	X
Vermont			X			X
Washington †			X	P		X
Wisconsin	X	X	X	X	X	X
West Virginia	X	X	X	X	X	X
Wyoming				X	X	X
TOTAL[a]	16	17	34	35	28	44

P = Pending Amendment

[a] Totals do not include pending cases

† = In Texas, S.E. and prevoc. services were available only to persons funded under the OBRA waiver. Day hab services available to those with MR or DD under MR/RC (related conditions) coverage. In Washington S.E. services are funded only under the OBRA Waiver

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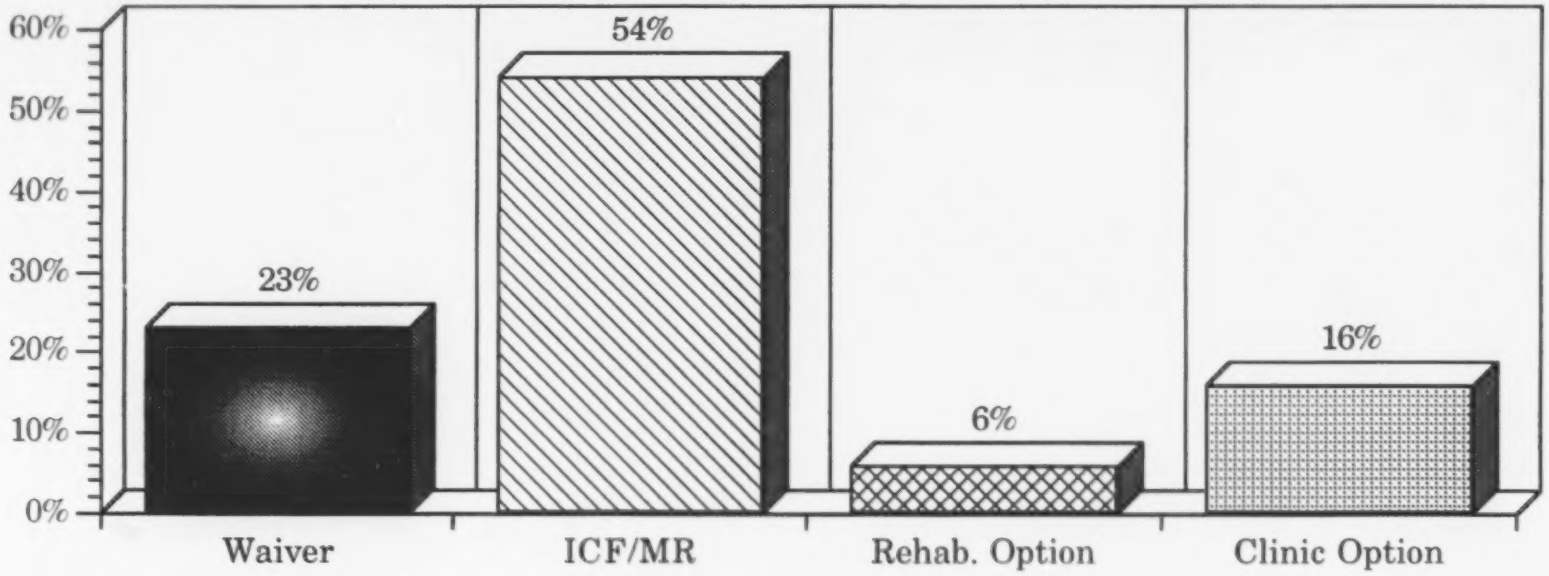
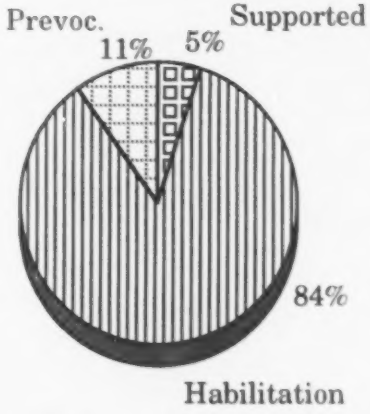
FIGURE 14
INDIVIDUALS FUNDED UNDER TITLE XIX OPTIONS IN 1990





Waiver Services

Individuals Served
Under Waiver, by Setting

Served = 24,072

States = 28

Total # Served in Title XIX options = 61,483

 # States = 32

utilized the Title XIX Rehabilitation option to fund day or employment services, with 5 states reporting a total of 4250 persons served.

Figure 14 also reveals the number of individuals who were funded under each of the Home and Community-based Waiver options in FY 1990. (See the pie-chart). In spite of increased use of waiver funds for supported employment, the primary use was still for day habilitation programs (84%), followed by prevocational services (11%) and finally supported employment (5%). T-tests were conducted using two groups: those that covered supported employment under the HCB waiver and those that did not. States with supported employment under the waiver in FY 1990 almost had significantly higher supported employment rates that year (DF=49, t=-1.51, p=.07) and they did have significantly lower day program rates (DF=40, t=1.7, p=.05, 1-tail probability). However, because supported employment services under the waiver are limited to eligible individuals who have been previously institutionalized (a small number of the total served in supported employment, the variable most likely is acting as a proxy for commitment to integrated employment instead of being a direct cause of higher rates. In other words, states that had the supported employment option under the waiver in FY 1990 probably were more likely to commit other monies to supported employment, a reflection of their higher commitment to supported employment services. The fact that twice as many states had added supported employment as an option under their waiver by 1992 could potentially obscure the influence of this proxy indicator or it could also reflect increased commitment to all supported employment services (not just those funded under the waiver). This is an area that would need to be explored in future research.

Planning for Future Service Needs

State agencies were asked whether they have a plan to expand integrated employment services over the next five years. Thirty-four state MR/DD agencies

(66%) responded affirmatively. Table 11 displays the state-by-state distribution of those answers. When asked how they plan to fund new integrated employment services, eight respondents noted that they would use new state revenues, three reported that they would redirect resources from existing sheltered employment or day program funds, and 21 mentioned a combination of new and redirected resources. For state agencies that plan to redirect existing resources, 21 noted that these would be diverted from sheltered employment/work activity programs, whereas 14 indicated diversion from day activity/day habilitation programs. The respondent from Wyoming mentioned private companies (such as ranches) and the respondent from Ohio noted plans to obtain additional federal Title XIX dollars.

Table 12 shows the estimated integrated employment placement rate for 1993 for the 25 state agencies that provided estimated numbers. The rates were computed by adding the FY 90 integrated employment totals to the estimated number of new integrated placements achieved by July 93. This number was divided by the overall total served in FY 90 added to the estimated number of new placements. These projected rates hold segregated employment constant for all states. Given some increase in the number served in segregated employment from 1988 to 1990, the projected rates may be slightly higher than what actually occurs by July 1993. MR/DD agencies with the largest estimated percentage increase include those in Washington D.C., North Dakota and Kentucky; those with the highest projected integrated rates were agencies in New Mexico, Connecticut, and Oregon.

Prioritization of Services

State MR/DD agencies were asked whether they have formal priorities for allocating new integrated employment resources to specific groups of individuals. Twenty-four agencies provided information regarding formal priorities used by

Table 11
State-level formal plans exist to expand integrated employment: How funds will be generated

State Name	Has Formal Plan	Projected Funding		Redirection of Funds	
		New	Existing	Sheltered	Day Activity/Hab.
Alaska	X	X			
Alabama	X	X	X	X	X
Arkansas					
Arizona					
California	X				
Colorado	X	X	X	X	X
Connecticut	X	X	X	X	
Dist. of Columbia	X	X	X	X	
Delaware					
Florida	X	X	X		X
Georgia	X	X	X	X	X
Hawaii					
Iowa	X	X			
Idaho	X	X	X	X	
Illinois					
Indiana					
Kansas					
Kentucky	X	X			
Louisiana					
Massachusetts	X		X	X	X
Maryland	X	X			
Maine	X		X	X	
Michigan					
Minnesota	X	X	X	X	X
Missouri					
Mississippi					
Montana	X	X	X		X
North Carolina	X	X	X	X	
North Dakota	X	X	X	X	X
Nebraska					
New Hampshire	X	X	X	X	
New Jersey	X	X			
New Mexico	X	X	X	X	
Nevada	X	X	X	X	
New York	X	X	X	X	X
Ohio	X	X	X		
Oklahoma	X	X	X		X
Oregon	X	X	X	X	
Pennsylvania	X	X	X	X	X
Rhode Island					
South Carolina	X	X	X	X	X
South Dakota					
Tennessee	X	X			
Texas	X		X	X	
Utah					
Virginia	X	X	X	X	X
Vermont	X	X	X	X	X
Washington	X	X			
Wisconsin					
West Virginia					
Wyoming*					
TOTAL	**34**	**29**	**25**	**21**	**14**

*State intervention is viewed as a barrier; private companies, family employers & ranches independently encourage & fund these services. Projected new sources from states include state and federal funds.

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Table 12
Projected Integrated Employment Rates

State Name	Projected 1993 Integrated Employment Rate	Change in Int. Emp. Rate from 1988 to 1990	Projected change in Int. Emp. Rate from 1990 to 1993	Projected 1997 Int. Emp. Rate
Alabama	10%	3%	3%	23%
Colorado	45%	20%	4%	--
Connecticut	44%	21%	1%	51%
Dist. of Columbia	22%	2%	18%	--
Florida	24%	10%	4%	34%
Georgia	21%	6%	10%	32%
Iowa	18%	0%	3%	21%
Idaho	11%	5%	2%	14%
Kentucky	38%	9%	17%	--
Massachusetts	20%	-2%	3%	25%
Maryland	30%	-4%	6%	35%
Maine	20%	6%	2%	--
North Carolina	34%	15%	10%	44%
North Dakota	18%	0%	18%	--
New Jersey	26%	1%	11%	--
New Mexico	62%	49%	12%	68%
Nevada	22%	18%	4%	--
New York	15%	4%	5%	19%
Ohio	19%	6%	9%	--
Oklahoma	17%	9%	5%	21%
Oregon	44%	34%	3%	48%
Tennessee	17%	6%	4%	--
Vermont	38%	-8%	9%	--
Washington	61%	9%	11%	--
Wyoming	24%	-26%	12%	38%

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their agencies. Table 13 shows the state-by-state distribution for these states using a formal system of prioritization. The columns are presented in the priority order identified by the most states. Students transitioning from school were identified as the top priority overall, followed by new adult participants entering the system, sheltered workshop employees, and, last, day program participants.

Perceived Barriers to Expanding Integrated Employment

Finally, respondents were asked whether they perceived specific barriers to expanding integrated employment services in their states. These responses are outlined in Table 14. Funding issues led the list, with almost 80% of the respondents mentioning this category. The next most frequently reported constraint (49% of the respondents) was problems related to service providers, (such as investment in segregated employment, lack of skills, and lack of faith in the competency of employees with disabilities). The economy (lack of suitable jobs) and training/marketing issues were mentioned by at least 20% of the respondents. Two respondents did not feel there were any barriers and 5 were not sure.

Table 13

Priorities for Allocating New Integrated Employment Services: Specific Groups Targeted and Their Ranking from 1(high) through 5 (low)

State Name	Students	New Adult Referrals	Sheltered Employees	Day Activity Day Hab. programs	Other
Alaska	1	2	3	4	
Alabama	2	4	3	1	
Colorado	1	1	2	2	
Florida	1				
Iowa					1
Idaho			2		1
Indiana	1	1	2	2	
Maryland	1	3	4	5	2
Maine	1	3	2	4	
North Carolina	2	3	1	1	
New Hampshire	1	1	1	1	
New Jersey	2	1	1	1	1
New Mexico	3	4	1	2	
Nevada	1	1	2	2	
New York	1	2	2	2	
Ohio	4	2	1	1	3
Oklahoma	2	3	2	4	1
Oregon	1	3	4	2	
Pennsylvania	1	2	3	4	
South Carolina	1	1	2	3	
Utah	1	2	3	3	
Vermont	1	1	2	2	3
Washington	1				1
Wisconsin					1

Note: States not appearing in this chart do not at this time have formal priorities for allocating new integrated employment services to specific groups.

For other :
- Iowa: people from underserved regions of the state and/or to underserved populations;
- Idaho: persons discharged from state hospital;
- Maryland: emergency referrals and state residential center de-population initiative referrals;
- Ohio: individuals who: meet new DD Definition, are in supported living & developmental residenced & people who are visually impaired;
- Oklahoma: people from existing state ICF/MR;
- Vermont: people from partial closing of Brandon Training School (state institution);
- Washington: people placed from Institutions;
- Wisconsin: people leaving institutions.

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Table 14
Perceived Barriers to Integrated Employment

Topic	# of Agencies (N = 51)	% of Agencies
Funding Issues	**40**	**78%**
General funding issues (usually lack of funds)	20	39%
Funding problems relate to problems with policy issues	15	29%
Funding problems relate to federal fund requirements, including Medicaid	5	10%
General problems with "old style" providers	**25**	**49%**
Conversion issues: resistance, problems, costs	6	12%
Investment in old style: financial, philosophical	6	12%
No incentives to change	3	6%
Pressure to keep best employees in sheltered workshops	3	6%
Lack of faith in competence of employees with disabilities	4	8%
Lack of skills by providers	5	10%
Poor preparation in public schools	2	4%
Economy and lack of suitable jobs	**18**	**35%**
Poor economy	7	14%
Economy limits choices in types of employment & services	8	16%
Inability to get jobs due to disability	2	4%
Lack of interaction between business & service	1	2%
Training, Marketing	**10**	**20%**
Lack of general training	5	10%
Limited resources & opportunities for training	3	6%
Training needed for employers	2	4%
Miscellaneous (benefit disincentives, equality, etc.)	**6**	**12%**
Transportation	**3**	**6%**
Family resistance	**3**	**6%**
No Barriers	**2**	**4%**
Don't know	**5**	**10%**

Respondents were asked to list three barriers, so these numbers reflect a larger number than actually surveyed

DISCUSSION

The findings from the national survey of state MR/DD agencies can be organized around four key themes: service environments, consumer characteristics, funding patterns, and policy implications. This section is arranged according to these topics.

The key findings related to service and placement environments include:

- There was a substantial increase in the percentage of individuals served in integrated employment, from 13% in FY 1988 to 18% in FY 1990.

- Utilization of sheltered employment (44% of those served) and day programs (37% of those served) continues to be strong. For agencies with data for both time-periods, a significantly larger percentage and higher number of individuals were in supported employment during FY 1990. However, the absolute number of individuals served in the two segregated settings did not decrease significantly, although there was a significant decrease in the percentage served in day programs.

- The total number of persons served in supported employment increased by 58%, with 40 of the 51 respondents reporting an increase. States that received supported employment systems' change grants had higher supported employment rates.

- National service patterns included: 16 agencies increased the number served in integrated employment and decreased the number in segregated programs, 14 increased both, 5 decreased both, and 8 increased the number served in segregated settings and either decreased or did not change the number of persons in integrated employment.

- New participants were more likely to be served in competitive and supported employment compared with the overall percentages in those services in FY 1990.

- The percentage waiting for supported employment services (34% of all persons waiting for day or employment services) was twice as large as the percentage who received supported employment services in FY 1990 (16%).

- Still, waiting list data continue to reflect a bias toward segregated services, with two out of every three persons waiting for a facility-based service.

Key findings related to consumer characteristics include:

- Eighty-eight percent of the individuals served by state MR/DD agencies in FY 1990 had mental retardation, with approximately one-third categorized in each of the three levels of retardation.

- Individuals with mild mental retardation still represent the largest percentage served in supported employment (44%). Furthermore, persons with mild or moderate mental retardation still comprise a substantial percentage of those in day activity/day habilitation programs (48%), slightly more than persons with severe or profound mental retardation (46%). As in 1988, more than two-thirds of those in sheltered employment/work activity had mild (39%) or moderate (29%) mental retardation.

- The distribution by disability in programs serving elderly persons closely mirrors that reported for day programs, with the largest percentage comprised of individuals with severe/profound retardation (43%).

The major findings related to funding patterns include:

- As in 1988, more than half (62%) of the MR/DD day and employment program funds were derived from state MR/DD line-item dollars.

- Integrated employment settings were most likely to be funded with state MR/DD dollars (91% of the total); however, only 17% of the total state MR/DD dollars were allocated to integrated employment.

- In addition to state MR/DD funds, sheltered employment programs were funded by a large percentage of "other" sources (24% --including contract revenues) and Title XX (12%).

- Twenty-five percent of the day and employment resources came from federal sources: Title XIX, the Title XIX Waiver program, and Title XX. Furthermore, the largest proportion of federal and "other" dollars were allocated to segregated programs (primarily nonwork programs for federal dollars).

- Fewer state agencies reported data on Title XIX ICF/MR dollars in 1990. Based on the number of ICF/MR residents reported in day services or employment services away from the residential grounds, this appeared to reflect problems with data retrieval rather than reduced utilization.

- States that included supported employment under their Title XIX Waiver plan as early as 1990 were more likely to have higher supported employment rates and lower day program rates. However, this was

most likely a proxy for commitment to integrated employment rather than a causal outcome of Waiver implementation.

- The number of states that included supported employment under their Title XIX Waiver plan increased from 16 in 1990 to 35 in 1992, with two additional agencies waiting on the outcome of pending amendments.

Key issues linked to state policies include:

- Most (78%) of the state MR/DD agencies use combined functional and categorical criteria to evaluate consumer eligibility.

- State MR/DD agencies are most likely to contract day and employment services out to private providers; a smaller number of agencies also operate programs directly or transfer funds to local governments.

- State agencies with formal plans to expand integrated employment (N=34) tend to project using new funds (N=29) as well as diverting existing funds (N=25) from segregated services.

- State agencies that prioritize integrated employment services for specific groups (N=24) are most likely to target students leaving special education and adults entering the service system for the first time.

- The most commonly cited barriers to integrated employment include funding issues, problems with "old style" providers, the economy, and lack of suitable training.

Characteristics of the Consumer Population Served

Most state MR/DD agencies use a combination of categorical and functional criteria to determine service eligibility. Functional eligibility criteria are more compatible with the increasing focus on individualized service development for persons with severe disabilities, because they reflect life-activity areas that require specialized services rather than only a disability label. There is a growing emphasis on services like personal assistance, supported living, supported employment and whole life planning, which are all rooted in a service model adaptive to individual needs. Legislative activities (as reflected in the Americans with Disabilities Act [ADA, 1990], the Individuals with Disabilities Education Act [IDEA, 1990], and the Rehabilitation Act Amendments of 1992) also reinforce the need to focus on the individual's unique skills, abilities and interests when

developing community-based services. State agency staff should examine their eligibility criteria and service models to determine whether they contain the necessary flexibility for adapting to individual needs.

The results of this study, as well as previous national studies, provide national information about the characteristics of persons served in various day and employment services. Although the number of individuals in integrated employment in FY 1990 was significantly greater than in FY 1988, the distribution across levels of mental retardation did not change. Moreover, segregated settings continue to include relatively high percentages of persons with mild and moderate mental retardation (48% of those served in day programs and 68% of those in sheltered employment). These findings are troubling for two reasons: 1) about one-half of the individuals in nonwork programs have mild to moderate mental retardation, and 2) the majority of persons with more severe disabilities are continuing to be served in segregated programs in spite of the technology of supported employment. It is unlikely that all or most of the individuals with mild or moderate mental retardation also have a secondary disability that would generate a label of severe disability. Furthermore, the fact that a large percentage of persons in nonwork settings probably do not have a severe disability creates substantial policy and quality assurance implications.

Why are state agencies continuing to utilize nonwork service models for individuals who do not have a severe disability? More importantly, why are nonwork service models being perpetuated at all? The availability of federal Medicaid dollars may provide a partial answer, given that 29% of all individuals served in day or employment programs reportedly received funding from one of the Title XIX programs (ICF/MR, HCB Waiver, Rehabilitation Option, Clinic Option). However, this is not the complete answer, because 56% of all resources allocated to nonwork programs in FY 1990 came from state dollars. Most likely,

nonwork service models are continuing either because they have always been provided or because they help perpetuate a continuum approach to service delivery (i.e., the idea that persons with severe disabilities need to learn "pre-vocational" skills before they go to work). State MR/DD agencies need to re-examine their service mix and entrance criteria for all day and employment programs, and, particularly, nonwork day programs.

New Participants

New participants enter the state MR/DD service system every year, even though many participants receive services year after year. Eighteen state agencies reported that an average of 8.4% of those served in day and employment programs in FY 1990 were new participants. About one third of the new participants entered integrated employment, almost twice the percentage of all persons in integrated employment in FY 1990. Thus, new participants have a greater likelihood of obtaining integrated employment than those already in the system. Indeed, state agency staff confirmed that individuals leaving school are most likely to receive top priority for integrated employment services (followed by adults not currently receiving services, individuals in sheltered employment, and, finally, day program participants).

One of the strategies for converting the service delivery system from a segregated to an integrated one is to direct new participants away from segregated options. By closing the option of entering segregated day and employment programs (a practice used by many states to reduce the enrollment of large residential institutions), the number of persons served in these settings should diminish over time. At the very least, the percentage served in segregated settings will decrease in comparison to the percentage in integrated services. This practice appears to be having a national impact on the distribution of individuals in integrated employment.

Growing awareness among family members and professionals about the potential of students with disabilities, a service philosophy favoring integration, and increased emphasis on transition planning may accelerate this trend. It is essential that individuals entering the service system continue to be directed into integrated jobs. By prohibiting new participants from entering facility-based programs, state MR/DD agencies could exert powerful changes in the scope and delivery of day and employment services.

Although the trend affecting new participants is encouraging, two-thirds of those entering the service system continue to receive services in segregated settings. The individual needs of persons entering segregated settings should be compared with those entering integrated work. This would provide information regarding factors used to determine program eligibility and entrance criteria. More importantly, state MR/DD agency staff should examine why some individuals are entering segregated programs. Is it primarily due to a lack of integrated employment services? Finally, state MR/DD professionals also need to examine the factors or policies that are most effective at expanding integrated services and then find ways to implement these incentives.

In a recent study of 643 service providers in 20 states, respondents listed the following practices as helpful for expanding integrated employment in their state (listed in order of response frequency): state funding is tied to agency commitment to expand integrated services (42%), training and technical assistance are provided (29%), Social Security Work Incentives are provided (Impairment Related Work Expense -- IRWE; Plans to Achieve Self Support -- PASS) (23%); higher funding rates are provided for integrated employment services (17%); funding is tied to agencies' commitment to phase-out facility-based programs (9%), all new referrals must enter integrated employment (5%); and bonuses are provided when individuals move from segregated to integrated

programs (3%) (McGaughey et al., 1993). Furthermore, service providers in states with higher aggregate supported employment rates were significantly more likely to report that these incentives were used in their states, indicating a relationship between targeted policy incentives and employment outcomes. The states include: Colorado, Connecticut, Idaho, Maine, Maryland, Minnesota, New York, North Dakota, Vermont, and Washington. Only 20 states were selected randomly for this study, so there also may be innovative activities occurring in some of the 30 states that were not selected. In the same study, respondents indicated factors that contributed most to their agency's expansion of integrated services: agency philosophy emphasizes integration (87%), state funding policies (65%), family preference (65%), federal funding policies (31%), positive agency experiences with integrated employment (29%) and consumer preference (16%). A recent study conducted by researchers at Virginia Commonwealth University documented the following national trends for 2139 supported employment service providers (as perceived by state VR agency staff): maintain current facility-based service capacity and use supported employment to expand service capacity (60%), encourage conversion of existing facility-based services to integrated employment or reduction of facility-based services (21%), or have never provided facility-based services (16%) (West, Revell, & Wehman, 1992). Twelve percent of the respondents said none of these policies were currently in place in their state, but nine percent expected to implement similar policies in the near future.

These findings emphasize the influence that state and federal funding policies can have on the direction of integrated services. If the development of integrated employment is truly a priority, state and federal agencies need to heed this information and take a proactive, incentive-driven stance toward program development. Families also should note the influence they can have on the provision of services. While attempting to influence a service system (given the

development. Families also should note the influence they can have on the provision of services. While attempting to influence a service system (given the potential political and bureaucratic quagmires) can be both exhausting and frustrating for families whose coping resources are often stretched to the limit, advocacy activities taken up by families historically have played a critical role in the expansion of community-based educational and adult services for individuals with disabilities (Dybwad, R., 1990; Dybwad, G., 1984). The more involved that families remain, the more likely that the service system will be responsive to their needs and those of their family member with a disability.

Unmet Needs and Waiting Lists

Many more state agencies were able to provide waiting list data in June 1990 than in June 1988 (26 agencies for 1990 versus 9 for 1988). The percentage of persons waiting for integrated employment was similar across the two surveys: 34% for 1988 and 36% for 1990. However, there was a shift in the percentages waiting for sheltered employment and day programs. In 1988, 50% of the individuals were waiting for day activity or day habilitation programs, compared with only 24% in 1990. The percentage waiting for sheltered employment shifted from 16% in 1988 to 40% in 1990. Because the 1988 data represent only 18% of the state agencies, this shift may have been a function of the states that responded during the earlier survey. The 1990 waiting list distributions most likely are more representative of the national picture.

Public Agency Commitment to Integrated Employment

State and federal agencies need to re-examine their commitment to integrated employment, particularly to determine whether there are policies which undermine stated priorities to enhance integrated services. Over the past ten years, the U.S. Department of Education (Rehabilitation Services Administration) has helped states develop supported employment programs by

providing a series of systems change grants that focus on developing a coordinated funding network across state agencies. Initially ten, then seventeen, and finally seventeen more system change grants were awarded to 39 states (most often to the state Vocational Rehabilitation agency). The 27 states that received the first two rounds of grants achieved higher supported employment placement rates in FY 1988 and 1990, as documented by state VR agencies and state MR/DD agencies (McGaughey et al., 1991; VCU, RRTC, 1991). Hence, federal policy has apparently exerted a strong influence on both the process of integrated employment and employment outcomes (e.g., coordination of funding, placement rates, etc.).

Yet, other federal policies continue to counteract RSA's endorsement of integrated employment. Inconsistencies in the Health Care Financing Administration (HCFA) regulations governing Title XIX dollars have contributed to the slow adoption of supported employment by some states. States have an incentive to maximize their utilization of federal dollars, and Title XIX services are funded with at least 50% federal money (in some states a larger percentage, depending on the funding formula). Twenty-nine percent of the persons served in 1991 received funding from Title XIX. However, until December 1992, Title XIX dollars were available only to fund supported employment for persons served under the Home and Community-based (HCB) Waiver who had been previously institutionalized (in either a state institution or a community-based ICF/MR). Only about half of the individuals receiving services through the Medicaid HCB Waiver meet these criteria (Smith & Gettings, 1991). Also, Home and Community-based Waiver funds comprised only one-quarter of the Title XIX resources reported for day and employment services, further demonstrating that may more persons could be eligible for supported employment if Title XIX funds were available for this service. States that include supported employment as an

option under their Home and Community-based Waiver doubled from 16 in 1990 to 34 BY December, 1992 (Smith & Gettings, 1993). Legislation has been submitted to amend HCB waiver regulations to allow supported employment services for all individuals funded under the waiver instead of restricting it to those with an institutional history. This would address some of the disincentives inherent in the Medicaid program and would approximately double the number of Home and Community-based Waiver recipients who are eligible for supported employment (Smith & Gettings, 1991).

Recent revisions to the Medicaid ICF/MR regulations have the potential to increase significantly the number of individuals whose vocational services are funded under Title XIX. Effective December 21, 1992, these revisions stipulate that Medicaid dollars may be used to fund supported or sheltered employment services for residents of ICF's/MR as long as the services are required to meet active treatment needs (Federal Register, 1992). As of December 1992, there were 146,000 residents in public and private ICF's/MR across the country -- a very large pool of potential supported employment participants (1992 HCFA statistics, 1993). Moreover, as displayed in Figure 14, ICF/MR residents represent 50% of the 60,982 persons who were reported funded in day or employment services with Title XIX dollars (as reported by 32 state agencies).

Some of these residents were not reported in this study, because they did not attend a day or employment program away from the residential grounds. Because of the limited availability of supported employment services, not all 146,000 ICF/MR residents are likely to receive them even though funding is now available. In Massachusetts and Connecticut, state school administrators are attempting to involve residents in supported employment, a practice which also may be happening in other states. In fact, our earlier study of state MR/DD agency services documented that 8% of the 6728 the residents of large facilities

(greater than 15 residents) who left the grounds during the day were working in supported employment (as reported by 17 state agencies).

At any rate, these recent revisions to the ICF/MR regulations may influence significantly the number of persons receiving supported employment services. More importantly, residents of ICF's/MR typically reflect individuals with the most severe disabilities, so an added advantage of these new regulations is the potential to change the profile of the population receiving supported employment services. Furthermore, the potential utilization of a large block of federal money for integrated employment should influence the previously documented entrenchment of Title XIX dollars in segregated services and the attendant disincentives that occur when federal dollars are restricted to any single service model.

Other federal agencies also counterbalance the federal policies that support integrated employment. Department of Labor regulations make it difficult for employers to hire persons with very severe disabilities at less than the minimum wage. Payment of the prevailing wage for work performed is the goal of all integrated employment services. Yet, in instances where an individual is interested in a specific type of work but not able to complete the tasks at the required rate, the availability of special rates based on productivity may enable some persons with severe disabilities to obtain work that reflects their preferences. In fact, flexible payment rates may be considered a reasonable accommodation under the ADA.

Social Security regulations continue to create work disincentives for individuals with disabilities, particularly those receiving Social Security Disability Insurance (SSDI) benefits. Specific work incentives have been developed for recipients receiving both Supplemental Security Income (SSI) and SSDI benefits (Plans to Achieve Self Support [PASS] and Impairment Related Work Incentives

[IRWE]). However, the paperwork involved in these programs is often so complicated and frustrating that individuals with disabilities often give up before completing the process (Conley, Noble, & Elder, 1986).

A special program for SSI recipients is designed to provide additional work incentives (1619 A & B of the Social Security Act) by not decreasing benefits dollar for dollar according to money earned. Even when individuals make too much to retain SSI eligibility, they may still be eligible for Medicaid benefits (up to a specified earnings limit). These incentives are not available to SSDI recipients, however, and the threat of losing health-care coverage provides a strong disincentive to work. These incentives should be extended to SSDI recipients. Moreover, expanded public education efforts regarding the availability of these incentives, increased knowledge among rehabilitation practitioners and Social Security staff, and more consistent interpretation of the regulations affecting these programs are necessary to increase the efficacy of these potential resources.

Compared with the influence of federal policy, state commitment to integrated employment may have as much, or more, of an impact on service development. Thirty state MR/DD agencies showed an increase in integrated employment services from 1988 to 1990. Of these states, 16 decreased their utilization of segregated employment, whereas 14 showed an increase. The optimal trend clearly would be to increase integrated employment while decreasing segregated services, indicating a stronger commitment to integrated services overall.

Not all state MR/DD agencies increased their utilization of integrated employment services. In fact, five agencies decreased the number who received either integrated or segregated services. During telephone follow-up activities, respondents in some of these states provided explanations for the reduction in the number of persons served, such as: the earlier data reflected more duplication

across integrated employment programs, earlier data were less accurate than later statistics due to improved information systems, etc. And yet, these agencies still may need to review their policies regarding integrated employment.

Caution must be used when comparing data across the two survey periods, because of problems described by some state agencies in collecting and reporting accurate information related to day and employment services. A number of respondents noted that their Management Information Systems had improved greatly by the second survey period compared with the earlier survey of services provided in FY 1988.

In spite of existing federal disincentives, state commitment to integrated employment can generate impressive outcomes. A number of states have adopted policies and practices that prioritize integrated employment (described in the New Participant section). Strategies used by these state agencies may be helpful to other agencies interested in expanding integrated employment.

Funding Patterns in Day and Employment Services

As noted, state commitment to integrated employment can be demonstrated through a variety of policies and practices. A large percentage of the state and federal funds allocated to day and employment services by state MR/DD agencies are expended on segregated options. Only 5% of federal Title XX dollars, 2% of Title XIX monies, and 17% of all state MR/DD resources were allocated to integrated employment during FY 1990.

Overall, 93 cents of every federal dollar spent on MR/DD day and employment services went to segregated programs. Given the federal disincentives discussed earlier, the federal government is at best emitting an ambivalent message regarding integrated employment. On one hand, legislative and administrative initiatives (such as the Americans with Disabilities Act of 1990 [ADA], transition planning required in the Individuals with Disabilities

Education Act of 1990, the Rehabilitation Act Amendments of 1992, and RSA's supported employment systems change grants) imply the emphasis is on integrated services for individuals with disabilities. Yet, other policies (SSDI benefits, Title XIX restrictions, Department of Labor regulations) make it difficult for state MR/DD agencies to "sell" the concept of integrated employment to persons with disabilities, family members, service providers, etc. Federal administrative and regulatory practices need to reflect the policies and principles espoused in recent legislation, if we are to achieve an integrated service system.

Compared with federal allocations, state budgets allocate twice as much money to integrated employment (17%). Although state budget performance has shown a greater endorsement of integrated services than the federal government, total resource expenditures still are tipped substantially in favor of segregated services. Clearly, both state and federal practices are far from reflecting a strong affirmation of integrated employment. State agencies must re-examine their spending policies and reimbursement practices. By tying resource allocations to the development of integrated employment, state MR/DD agencies can influence how local provider offer and develop day and employment services. Performance contracting incentives can facilitate expansion of integrated employment through reimbursement that reflect individualized service delivery (hourly rates of reimbursement, vouchers, lump-sum payments, etc.) and quality assurance practices that measure qualitative (such as job satisfaction, social inclusion, etc.) as well as quantitative outcomes (Bradley & Bersani, 1990).

Perceived Barriers

Nearly 80% of the state MR/DD agencies continue to mention funding problems as barriers to extensive development of integrated employment. Particularly during this time of limited state resources, many respondents do not envision substantial new resources being available in the near future. However,

existing resources can be redirected in order to tip the service scale in favor of integrated services. Twenty-one respondents indicated they plan to divert funding from sheltered employment programs and 14 plan to divert funds from day programs in order to expand integrated services.

Problems with funding restrictions (particularly Title XIX) were noted by five respondents. As noted earlier, state policy decisions, such as maximizing federal reimbursement through Title XIX, can reinforce the development of segregated (and potentially more costly) day programs.

Problems with providers also were noted as a barrier by almost half of he respondents. Investment in a more traditional service philosophy, financial disincentives related to conversion, pressure to keep the best employees in sheltered employment in order to maintain production rates, and a lack of faith in the competence of employees with disabilities all were mentioned. Developing integrated employment services while maintaining facility-based programs has provided significant challenges and obstacles for many service providers. Mixed messages from state agencies, staff apprehension regarding change, and consumer and family concerns have all contributed to some service providers' reticence to embrace integrated employment (McGaughey et al., 1993). Loss of contract revenues, untrained staff, and internal production deadlines all make the conversion process an extremely challenging one for program administrators.

The poor economy during the 1990's has produced obstacles to job development in some locations. Furthermore, job accommodations or job creation activities may be necessary to meet the needs of some individuals with severe disabilities. These procedures are initially staff-intensive, and some programs have neither the time nor the expertise to conduct them. Hence, although the economy may restrict the range of job options, the lack of available and competent

staff resources for job development and job creation activities may play a greater role in limiting suitable jobs for persons with severe disabilities.

Both inservice and preservice training programs need to be developed to address topics like job development, job creation, job accommodation and assistive technology. Other areas that need significant attention at the management level include: a strong agency mission that focuses on integrated employment, training related to fading supports, and utilization of natural supports. Provider agencies need to be focused at all levels on the expansion of integrated employment: from the mission statement to organizational structure to staff and board development to strategic planning objectives.

Surprisingly, transportation (an obstacle often cited by service providers) was not mentioned as a major problem by state MR/DD agency staff. This may reflect the different roles that these two types of agencies play (state agencies in paying for services and developing options and service providers in delivering day to day services) rather than an indication that transportation services do not present obstacles to integrated employment.

Comparisons with Other Data in Service and Placement Activities

Data from this study are not directly comparable with those reported in a recent national survey of supported employment services (VCU, RRTC, 1991), because state VR and Mental Health agency data were also included in the Virginia Commonwealth University (VCU) study, whereas this study focuses solely on day and employment services provided by state MR/DD agencies. The study conducted at VCU documented that there were 74,657 supported employment participants in FY 1990 (30,872 were receiving time-limited services funded through the state Vocational Rehabilitation agency and 43,785 were receiving extended services through another state agency, such as the Department of Mental Retardation or the Department of Mental Health (West et

al., 1992). This study documented a total of 41,769 individuals funded in supported employment services monitored by state MR/DD agencies. The VCU statistics most likely do not reflect individuals who received state MR/DD funds for their entire supported employment experience (and not just for extended services). Thus, our count of 41,769 individuals in supported employment programs sponsored by state MR/DD agencies appears to be consistent with data reported by other researchers.

SUMMARY

Clearly, one of the most significant findings of this study is the fact that a larger percentage of individuals working integrated settings was not accompanied by a decrease in the number served in sheltered employment or day programs. State agencies appear to be moving new participants into integrated settings as well as prioritizing these services for individuals on waiting lists, but they have a long way to go before the day and employment service system is tipped substantially in favor of integrated, as opposed to segregated, services.

In summary, this report documents day and employment services provided by state MR/DD agencies for FY 1990 and makes comparisons with services provided during FY 1988 services. In spite of the increased national emphasis on integrated employment, concerns have been discussed regarding the prevalent use of segregated day and employment settings across the country (still 82% of those served). Federal policies and funding regulations that encourage the maintenance of segregated employment also have been analyzed. As indicated in the study findings, some states have risen above these disincentives to develop impressive statewide networks of integrated employment services. Most likely, this has resulted from the combined interaction of proactive federal and state initiatives implemented across a variety of state agencies. Factors related to statewide commitment to integrated employment need further investigation, as more states attempt to increase integrated employment opportunities for persons with mental retardation and other developmental disabilities.

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Appendix A:

Survey Instrument

NATIONAL SURVEY OF DAY AND EMPLOYMENT PROGRAMS

TRAINING AND RESEARCH INSTITUTE FOR ADULTS WITH DISABILITIES
CHILDREN'S HOSPITAL
300 LONGWOOD AVE., GARDNER 6
BOSTON, MA 02115

SURVEY PURPOSE AND PROCEDURES:

1. This is a follow-up study commissioned by the Administration on Developmental Disabilities to analyze community-based day/employment service trends from FY 1988 to FY 1990 for individuals with mental retardation and related conditions. You will receive a summary report of the national findings.

2. Please identify below the person who had primary responsibility for collecting this survey information: the Survey Coordinator. In the event we need to clarify information, please identify other individuals who assisted with the completion of this survey.

3. All survey questions focus on information from FY **1990.** Use the fiscal year time period relevant for your state. If data are not available for this period, please supply information from your most recent fiscal year and specify the time period used.

4. This survey requests information on the **total** number served in day or employment services monitored by your agency. If your agency does not have the capacity to adjust for individuals who enter or leave the system during a fiscal year and can only provide the number served at the end of the fiscal year (or at some other specific time period), please provide this information.

5. All questions focus on community-based day or employment services **monitored** by your state MR/DD agency. This would include services funded by another state agency (such as the Medicaid agency) when your state agency provides, contracts, or monitors the service.

6. If you have questions concerning the survey, you may contact these members of our research staff: Lorraine McNally at (617) 735-7996 or Martha McGaughey at (617) 735-6271. Please return the completed questionnaire between August 15 and September 1, 1991.

SURVEY COORDINATOR

Name_____
Position _____
Address _____
_____
Phone _____

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FISCAL INFORMATION
Name _____
Position _____
Phone _____

SERVICE INFORMATION
Name _____
Position _____
Phone _____

COMMUNITY-BASED DAY AND EMPLOYMENT SERVICES CATEGORY DEFINITIONS

Please review the service category definitions. Community-based day/employment services include all day or employment services except those conducted on the grounds of residential facilities with 16 or more residents.

INTEGRATED ENVIRONMENTS

TIME LIMITED TRAINING/COMPETITIVE EMPLOYMENT

- Environment where most workers do not have disabilities
- **Time limited** job-related supports or job placement services are provided to the worker with a disability in order to obtain employment

SUPPORTED EMPLOYMENT(WITH ONGOING SUPPORT)

- Environment where most workers do not have disabilities
- **Ongoing** job-related supports are provided to the worker with a disability in order to maintain employment

SEGREGATED ENVIRONMENTS

SHELTERED EMPLOYMENT/WORK ACTIVITY

- Environment where all workers have disabilities
- **Continuous** job-related supports and supervision are provided to all workers with disabilities

DAY ACTIVITY/ DAY HABILITATION

- Environment where most participants have disabilities
- **Primary** program focus includes but is not limited to: psycho/social skills, activities of daily living, recreation, and/or professional therapies (e.g. O.T. P.T.)
- **Continuous** supports and supervision are provided to all participants with disabilities

SPECIALIZED PROGRAMS

PROGRAMS FOR ELDERLY PERSONS

- Environment where all participants are 55 years or older
- **Primary** program focus includes but is not limited to: leisure, recreation, nonvocational activities
- **May** be integrated with elders who do not have disabilities

CATEGORICAL DISABILITY GROUPS

This study focuses on individuals with a primary disability in one of the following groups:

- **MENTAL RETARDATION:** Mental retardation refers to: (1) significantly subaverage general intellectual functioning; (2) resulting in, or associated with, impairments in adaptive behavior; (3) manifested during the developmental period (prior to age 22). Significantly subaverage is defined as IQ of approximately 70 or below on standardized measures of intelligence, and is dependent upon the reliability of the test and clinical judgement. The following levels of mental retardation are based on clinical judgement which should include an assessment of adaptive behavior.

LEVEL OF RETARDATION INDICATED BY IQ RANGE

LEVEL	IQ RANGE
Mild mental retardation	50-55 to approx. 70
Moderate mental retardation	35-40 to 50-55
Severe/Profound mental retardation	below 20-25 to 35-40

- **SENSORY**: Includes conditions such as visual and hearing impairments
- **NEUROLOGICAL**: Includes conditions such as epilepsy, spina bifida, traumic brain injury, autism, etc.
- **PHYSICAL**: Includes conditions such as cerebral palsy, muscular dystrophy, multiple sclerosis, etc.
- **PSYCHIATRIC:** Includes conditions such as schizophrenic disorders, major affective disorders, etc.

FEDERAL FUNCTIONAL DEFINITION: DEVELOPMENTAL DISABILITY

The federal definition of the term 'developmental disability' means a severe, chronic disability which:

a. is attributable to mental or physical impairment or combination of mental and physical impairments;
b. is manifested before the person attains the age of twenty-two;
c. is likely to continue indefinitely;
d. results in substantial functional limitations in three or more of the following areas of major life activity:
   (1) self care;
   (2) receptive and expressive language;
   (3) learning;
   (4) mobility;
   (5) self-direction;
   (6) capacity for independent living, and
   (7) economic self-sufficiency; and
e. reflects the person's need for a combination and sequence of special, interdisciplinary or generic care, treatment, or other services which are of lifelong or extended duration and are individually planned and coordinated.

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NATIONAL SURVEY OF DAY AND EMPLOYMENT PROGRAMS

Instructions: If the specific categories requested are not available, please provide as much relevant data as possible. Please fill in each space requesting information. Enter zeros if your agency does not fund or monitor a specific group or service category. Enter 'N/A' if the data absolutely are not available. Please review the enclosed definitions of disability groups and day and employment categories.

1. What definition does your agency use to determine service eligibility? Please check the most appropriate answer. *See Disability Definitions.*

   ☐ (1) Categorical definition only (e.g., mental retardation, epilepsy)

   ☐ (2) Combined categorical and functional definition (e.g., mental retardation and/or substantial functional needs in the major life areas. *See definition of developmental disabilities.)*

   ☐ (3) Functional definition only (e.g., substantial functional needs in the major life areas)

2. (a) **If (2) or (3) are checked above**, please indicate the type of functional criteria that are used.

   ☐ (1) Federal functional definition of developmental disabilities

   ☐ (2) State criteria (modifying the federal functional definition)

   (b) **If state criteria are used**, please describe below or attach a copy of the criteria.

3. Please check the appropriate funding/monitoring mechanisms used by your state MR/DD agency that apply to each service category. At least one option should be checked for each service. However, more than one option may be checked for a relevant service.

Funding/Administrative Mechanisms by Service Categories

Funding/ Monitoring Mechanisms	Time-Limited Training/ Competitive Employment	Supported Employment (Ongoing Supports)	Sheltered Employment/Work Activity	Day Activity/Day Habilitation	Programs for Elderly Persons
1. State MR/DD agency funds **and** operates programs	_____	_____	_____	_____	_____
2. State MR/DD agency contracts w/ private providers to operate programs	_____	_____	_____	_____	_____
3. State MR/DD agency transfers funds to county or municipal governments	_____	_____	_____	_____	_____
4. State MR/DD agency transfers funds to local education ass'n./ consortium	_____	_____	_____	_____	_____
5. State MR/DD agency transfers funds to VR or other state agency *(please specify other)*	_____	_____	_____	_____	_____
6. Other state or local agency funds service MR/DD agency monitors programming *(please specify)*/	_____	_____	_____	_____	_____
7. State MR/DD agency **does not fund or monitor** this service	_____	_____	_____	_____	_____

4. (a) Please list the **total number of individuals** who participated in community-based day or employment services **funded or monitored** by your agency during FY 1990. Community-based day or employment services include all day or employment services <u>except</u> those conducted on the grounds of residential facilities with 16 or more residents. *Please see definitions.*

_____ Total # served in community-based day or employment programs in FY 1990

(b) Is the number listed above based on year-end utilization statistics or the total number served during 1990?

- ☐ Total number served in 1990
- ☐ Year-end utilization statistics

(c) Please list the total number of individuals by **primary** disability who participated in the following community-based services **funded and/or monitored** by your agency during FY 1990. Please fill in **each** block, including zeros if your agency does not fund or monitor a specific disability group in that category and N/A if the data absolutely are not available. If no disability information is available, list the **totals** by service category.

Service Category by Primary Disability Groups

Primary Disability Group	Time-limited Training/ Competitive Employment	Supported Employment (Ongoing Support)	Sheltered Employment/ Work Activity	Day Activity/ Day Habilitation	Programs for Elderly Persons	**Totals by Disability**
Mild Mental Retardation						
Moderate Mental Retardation						
Severe/Profound Retardation						
All Others						
Totals by Service						**Total in 4a:***

*This number should equal the total in 4(b) above

(d) If available, please categorize the primary disability of those in #4(c) 'ALL OTHERS' according to the four groups: sensory, neurological, physical, and emotional.

Service Category by Other Disability Groups

Primary Disability Group	Time-limited Training/ Competitive Employment	Supported Employment (Ongoing Support)	Sheltered Employment/ Work Activity	Day Activity/ Day Habilitation	Programs for Elderly Persons	**Totals by Disability**
Sensory						
Neurological						
Physical						
Emotional						
Totals by Service						**Total all others: ***

*This number should equal the total in "All Others" 4(c)

(e) Please indicate how the data in #4(c) and (d) were derived. If this information varies by type of day or employment setting, please provide more detailed information by type of setting on the back as an attachment to this survey.

- ☐ Day and employment data in #4(c) and (d) are based on total number served during FY 1990.
- ☐ Day and employment data in #4(c) and (d) are not available for the absolute total. These numbers reflect the number served at the end of the fiscal year.
- ☐ Other (*please explain*)

5. (a) Please list the number of referrals to your agency who **received** community-based day or employment services during FY 1990.

_____# of new referrals **receiving** community-based day/employment services

(b) If available, please list below the number of new referrals in FY 1990 according to the type of community-based day or employment services **received**.

New Referrals Who Received Community-based Day or Employment Services During FY 1990

Type of Service	Number of New Referrals Receiving Services
Time-limited Training/Competitive Employment	
Supported Employment (ongoing support)	
Sheltered Employment/Work Activity	
Day Activity/Day Habilitation	
Programs for Elderly Persons	

6. (a) Please list below the total number of individuals who currently are in need of (waiting for) community-based day or employment services funded by your agency and who are **not receiving** these services from your agency.

_____ # individuals **not receiving and waiting for** day or employment services

(b) If available, please indicate below the number of individuals who **currently are not receiving and are waiting** for day or employment services. List according to the type of service for which they are waiting.

Number of Individuals Currently Not Receiving and Waiting for Day or Employment Services

Type of Service	Number Waiting
Time-limited Training/Competitive Employment	
Supported Employment (ongoing support)	
Sheltered Employment/Work Activity	
Day Activity/Day Habilitation	
Programs for Elderly Persons	

7. (a) Please indicate below the total number of individuals who **currently receive** a community-based day or employment service from your agency but who are in need of a **different** day or employment service.

_____ # individuals waiting for a **different** day or employment service

(b) If available, please indicate below the number of individuals currently waiting to receive a **different** community-based day or employment service from your agency by the type of needed service.

Individuals Waiting for a Different Day or Employment Service

Type of Service	Number Waiting
Time-limited Training/Competitive Employment	
Supported Employment (ongoing support)	
Sheltered Employment/Work Activity	
Day Activity/Day Habilitation	
Programs for Elderly Persons	

8. (a) Did your state agency use Title XIX Home and Community-based Waiver funds to operate the following community-based day or employment services during FY 1990?

(1) Supported Employment ☐ Yes ☐ No
(2) Prevocational Services ☐ Yes ☐ No
(3) Day Habilitation ☐ Yes ☐ No

(b) Please indicate below the number of persons who received community-based day or employment services monitored by your agency that were funded through the Title XIX Home and Community-based Waiver during FY 1990.

Individuals Funded under the Title XIX Home & Community-based Waiver

Type of Service	Number Funded in FY 1990
Supported Employment	
Prevocational Services	
Day Activity/Day Habilitation	
Total:	

9. (a) If your state agency does not currently use the Title XIX Home and Community-based Waiver to fund community-based day or employment services, are there plans to do so within the next two years?

☐ Yes ☐ No

(b) **If yes**, please check the day or employment services that will be included under this waiver.

- ☐ Supported Employment
- ☐ Prevocational Services
- ☐ Day Activity/Day Habilitation

10. Please indicate below the number of individuals who received funding for community-based day or employment services **monitored** by your agency through the Title XIX ICF/MR program during FY 1990.

Individuals Funded Under The Title XIX ICF/MR Program

Type of Service	Number Funded in FY 1990
Day Habilitation or Other Day Services	

11. a) Did your state agency utilize the Title XIX optional clinic service to fund **day or employment services monitored** by your agency during FY 1990?

☐ Yes ☐ No

b) Did your state agency utilize the Title XIX optional rehabilitation service to fund **day or employment services monitored** by your agency during FY 1990?

☐ Yes ☐ No

c) **If yes to #11(a) or (b) above,** please list the number of persons who received day or employment services **monitored** by your agency through these Title XIX optional services during FY 1990.

Individuals Funded Under Title XIX Optional Services (Clinic or Rehabilitation)

Type of Service	Number Funded in FY 1990	
	Rehabilitation Option	Clinic Option
Day Habilitation or Other Day Services		

12. Please list the **total expenditures for community-based day/employment services** for individuals served by your agency during **FY 1990**. Community-based services include all day and employment services except those conducted on the grounds of public or private residential facilities with 16 or more residents. Please fill in **each** box, including zeros if a specific service is not funded by the relevant source and 'N/A' if the data absolutely are not available. If fiscal information is not available by the specific categories, list the **totals** that are available. *Please refer to service category definitions.*

Service Category by Funding Source

Service Category	Title XX (Social Service Block Grant)	Title XIX (Medicaid, Non-Waiver)	Title XIX (Medicaid Waiver)	Department of MR/DD	Other (e.g., Self-Pay, JTPA, Grants, County,DD Council, etc.)	**Total Funding by Service Category**
Time-limited Training/ Competitive Employment						
Supported Employment						
Sheltered Employment/ Work Activity						
Day Activity/ Day Habilitation						
Programs for Elderly Persons						
Totals by Funding Source						

13. (a) Does your state MR/DD agency currently have a formal plan or state-level policy to expand **integrated employment** (i.e., time-limited training/competitive employment or supported employment)? (***If no, this survey is completed.***)

☐ Yes ☐ No

(b) **If yes,** please indicate below the number of new placements that are anticipated for integrated employment programs administered by your state agency over the next 2 years (through June, 1993).

_____ # of new placements anticipated for integrated employment over 2 years.

(c) **If available,** please indicate below the number of new placements that are anticipated for integrated employment programs administered by your agency over the next 5 years (through June, 1996).

_____ # of new placements anticipated for integrated employment over 5 years.

14. (a) Please indicate below how your state agency plans to fund these new integrated employment positions by checking one option.

☐ (1) Use of new state or federal dollars

☐ (2) Redirection of existing state or federal dollars

☐ (3) Combination of new **and** redirection of existing state or federal dollars

(b) If (2) or (3) are checked in #14 above indicating redirection of funding, please check whether funding will be diverted from the following existing day or employment service categories.

☐ (1) Funding will be diverted from existing sheltered employment/work activity services

☐ (2) Funding will be diverted from existing day activity/day habilitation services

15. (a) Does your MR/DD agency have a state-level policy to prioritize or target the allocation of new integrated employment services to specific groups of individuals?

☐ Yes ☐ No

(b) **If yes,** please indicate how the following groups will be prioritized for integrated employment services by ranking from #1 to #5, with #1 indicating the highest priority level. If two groups will receive the same level of priority, this may be indicated by using the same ranking number. Please feel free to add any additional groups.

_____ Students transitioning from school to work

_____ New adult referrals into the day/employment service system

_____ Individuals currently employed in sheltered employment/work activity programs

_____ Individuals currently employed in day activity/day habilitation programs

_____ Other *(Please specify)*

16. If you perceive that there currently are barriers to the expansion of **integrated** employment services (time-limited training/competitive employment or supported employment) administered by your state agency, please describe the three most important impediments below or add an additional page.

Appendix B:

List of Respondents

Alaska
Art Arnold
Community Services Coordinator
Juneau, AK 99811-0620

Alabama
Ray Owens
Director of Community Programs
POB 3710
Montgomery, AL 36109-0710

Arkansas
Susan Wallace
Administrative Director
Little Rock, AR 72203

Arizona
Dawn Holmes
DES/DDD
1789 W. Jefferson, 4th floor
Phoenix, AZ 85005

California
James F. White
Chief
Data-Based Planning Section
Sacramento, CA 95814

Colorado
Lynne Struxness
Researcher
3826 W. Princeton Cir.
Denver, CO 80236

Connecticut
Barbara Pankosky
Planning Specialist
90 Pitkin St.
E. Hartford, CT 06108

Delaware
Hank Brown
Senior Planner
Dover, DE 194003

Florida
Steve Dunaway
Sr. Human Services Program Manager
Tallahassee, FL 32399

Georgia
Larry Frazier
Coordinator
MR Adult Day Service
Atlanta, GA 30309

Hawaii
Sally Luke
Secion Supervisor
Section Worker VI
Honolulu, HI 96816

Iowa
Timothy T. Carroll
Data and Information Coordinator
Des Moines, Iowa 50319

Idaho
Diane Helton
Program Specialist--Bureau of DD
Boise, ID 83720

Illinois
Janet Gully
Supervisor Education & Employment Services
405 Stratton Office Bldg.
Springfield, IL 62765

Indiana
Jeff Newman
Director of DD Day Services
Indianapolis, IN 46204

Kansas
Larry Sherraden
Administrator -- Information Systems
Docking State Office Bldg.
Topeka, KS

Kentucky
Linda Thomas
Vocational Services Coordinator
Frankfort, KY 40621

Louisiana
Sheila A. Moore
Program Manager
Baton Rouge, LA 70821-3117

Massachusetts
Mark Ostrowsky
Day Program Coordinator
Boston, MA 02114
617-727-5608 ext. 292

Maryland
Diane Bolger
Coordinator of Services to Special Populations
201 W. Preston St., 4th Fl.
Baltimore, MD 21201

Maine
Roger Deshaies
Bureau Director
Augusta, ME

Michigan
Marilyn Hill
Director, DD Bureau
Lansing, MI 48912

Minnesota
Jim Franczyk
DD -- MIS
444 Lafayette St.
St. Paul, MN 55155-3825

Missouri
Michael Renner
Program Specialist -- DD
Jefferson City, MO 65102

Mississippi
E. C. Bell
Director
Developmental Disabilities
Jackson, MS 39201

Montana
Suzy Means
Service Coordinator
Helena, MT 59620

North Carolina
Duncan Munn
Chief of Day Services
Div. of MH, DD, SAS
Raleigh, NC 27611

North Dakota
Sandi Noble
Director
DD Division
State Capitol -- Judicial Wing
600 E. Boulevard Ave.
Bismark, ND 58505 -0250

Nebraska
Cathy Anderson
Director
Lincoln, NE 68509

New Hampshire
Dan Van Keuren
Coordinator for Developmental Services
Concord, NH 03302

New Jersey
Phylis H. Seitz
Adult Training Coordinator
Trenton, NJ 08625

New Mexico
Phil Blackshear
Day Service Coordinator
Santa Fe, NM

Nevada
Jack Middleton
Director MR Services
Carson City, NV 89710

New York
John W. Jacobson, Ph.D.
Planner II
44 Holland Ave.
Albany, NY 12229

Ohio
Susan Shiets
Community Employment Specialist
Columbus, OH 43215

Oklahoma
Ben Williamson
Administrative Officer II
Oklahoma City, OK 73125

Oregon
Barbara Brent
Oregon Supported Employment
Initiative Director
Salem, OR

Pennsylvia
Michael J. Toth
MR Program Specialist
Harrisburg, PA 17105

Rhode Island
R. L. Carl, Jr.
Executive Director
DOR/DD
Cranston, RI 02920

South Carolina
Sam Davis
Program Coordinator
3440 Harden St. Ext.
POB 4706
Columbia, SC 29240

South Dakota
Edward Campbell, Ph.D.
Program Specialist
Pierre, SD 57501

Tennessee
Larry Grimes
Mental Retardation Specialist
Nashville, TN 37243-0675

Texas
Jaylon Fincannon
Deputy Commissioner
POB 12668
Austin, TX 78711-2668

Utah
Deb Wynkoop Green
Director -- Planning Program
Development
Salt Lake City, UT 84103

Virginia
Mark Hill
Director, ESI
Box 4000
Richmond, VA 23284

Vermont
Joseph Carlomagno
Supported Employment Specialist
103 S. Main St.
Waterbury, VT 05676

Washington
John Stern
Program Manager
OB-42C
Olympia, WA 98504

Washington, D.C.
Arnett Smith
Chief, Day Programs Branch
429 O Street, N.W.

Guadalupe Pacheco
Comptroller

Wisconsin
Tammy Hofmeister
Vocational Service Specialist
POB 7851, 1 W. Wilson
Madison, WI 53704

West Virginia
Steve Wiseman
DD Director
304-348-0627

Wyoming
Jon Fortune
Adult DD Service Manager
Cheyenne, WY 82002-0710